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**NATIONAL SUSTAINABLE DEVELOPMENT  
STRATEGIES FOR GHANA:  
APPROACH AND GUIDANCE**

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## Acronyms and abbreviations

AAGDS	Accelerated Agricultural Growth and Development Strategy
ACP	African Caribbean Pacific
AFDB	African Development Bank
ADP	Accelerated Development Program
AgSSIP	Agriculture Service Sub-sector Investment Project
AIM	Action Impact Matrix
BPEMS	Budget and Public Expenditure Management System
CAS	Country Assistance Strategy
CBD	Convention on Biological Diversity
CCA	Common Country Assessments
CDF	Comprehensive Development Framework
CEPA	Center for Policy Analysis
CFCs	Chlorofluorocarbons
CHRAJ	Commission for Human Rights and Administrative Justice
CPESD	The Coordinated Programme of Economic and Social Development
CPI	Consumer Price Index
CPP	Convention Peoples Party
CSPIP	Civil Service Performance Improvement Programme
CSOs	Civil society organizations
CWIQ	Core Welfare Indicator Questionnaire
DAs	District Assemblies
DAC	Development Assistance Committee
DPMGs	District Poverty Monitoring Groups
DSPiR	Driver-State-Pressures-Impacts-Response
DRM	Disaster risk management
ECOWAS	Economic Community of West Africa States
EIA	Environmental impact assessment
EPA	Environmental Protection Agency
ERP	Economic Recovery Program
EU	European Union
FASDEP	Food and Agriculture Sector Development Programme
FCUBE	Free Compulsory Universal Basic Education
GDP	Gross Domestic Product
GEF	Global Environment Fund
GETFUND	Ghana Education Trust Fund
GHGs	Green house gases
GLSS	Ghana Living Standards Survey
GOPP	Goal Oriented Project Planning
GPRS	Ghana Poverty Reduction Strategy
GSS	Ghana Statistical Service
HIPC	Highly Indebted Poor Country
HIV/AIDS	Human Immuno Virus/Acquired Immune Deficiency Syndrome
ICT	Information and communication technologies
ILO	International Labour Organization

IMF	International Monetary Fund
IPA	Integrated Policy Appraisal
ISDR	International Strategy for Disaster Reduction
ISSER	Institute of Statistical, Social and Economic Research
LPG	Liquified petroleum gas
MDBS	Multi-Donor Budgetary Support System
MDGs	Millennium Development Goals
MES	Ministry of Environment and Science
MDAs	Ministries, departments and agencies
MTADS	Medium-Term Agricultural Development Strategy
MTEF	Medium-term Expenditure Framework
NACIA	National Committee for the Implementation of Agenda 21
NADMO	National Disaster Management Organization
NCA	National Communications Authority
NDC	National Democratic Congress
NDPC	National Development Planning Commission
NDPF	National Development Planning Framework
NEAP	National Environmental Action Plan
NED	National Economic Dialogue
NGOs	Non-governmental organizations
NIPMGs	National Inter-Agency Poverty Monitoring Groups
NIRP	National Institutional Renewal Programme
NPC	National Preparatory Committee
NPP	New Patriotic Party
NPV	Net Present Value
NRM	Natural Resource Management
NSDC	National Sustainable Development Committee
NSDS	National sustainable development strategies
ODSs	Ozone depleting substances
OECD	Organization for Economic Cooperation and Development
PAF	Progress Assessment Framework
PAMSCAD	Programme of Actions to Mitigate the Social Cost of Adjustment
PP	Progress Party
PRSPs	Poverty Reduction Strategy Papers
PSIAs	Poverty and Social Impact Assessments
PNDC	Provisional National Defence Council
PURC	Public Utilities Regulatory Commission
PURFMAP	Public Financial Management Reform Programme
PUSERMOS	Public Sector Reinvention and Modernization Strategy
RIA	Regulatory Impact Assessment
SAP	Structural Adjustment Programme
SAPRI	Structural Adjustment Participatory Review Initiative
SD	Sustainable development
SEA	Strategic Environmental Assessment
SMEs	Small and medium enterprises
S&T	Science and technology

UK	United Kingdom
UNCCD	United Nations Convention to Combat Desertification
UNCED	United Nations Conference on Environment and Development
UNFCC	United Nations Framework Convention on Climate Change
UNDAF	United Nations Development Assistance Framework
UNDESA	Department of the Economic and Social Affairs of the United Nations
UNDP	United Nations Development Programme
WSSD	World Summit on Sustainable Development

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## Executive Summary

Emerging efforts to institutionalize the process of NSDS as a development management mechanism have been driven by developments in the international arena, including the Brutland report, Agenda 21, and, the World Summit on Sustainable Development (WSSD). As part of post-WSSD activities, Ghana strengthened the National Sustainable Development Committee (NSDC), undertook a participatory Strategic Environmental Assessment (SEA) of the Ghana Poverty Reduction Strategy (GPRS), and developed a framework and set of sustainable development indicators.

However, national efforts to institutionalize NSDS in Ghana are only beginning, have been limited in scope, and, remain fragmented. Hence, there is the need for a comprehensive review of NSDS within the Ghanaian context and suggestions for themes, approaches, mechanisms and activities for developing and managing processes for formulating, implementing, and, monitoring and learning from strategies for sustainable national development of Ghana. Consequently, the Ministry of Environment and Science (MES) and the NSDC commissioned this study to propose a framework for designing and managing National Sustainable Development Strategies to guide government's efforts in promoting sustainable development in Ghana.

This report presents a framework for sustainability of national development strategies in general, identifies key past and current national development strategies, reviews efforts to establish sustainable development strategies in Ghana, and, concludes with recommended guidelines for planning, designing and monitoring national sustainable development strategies in Ghana.

Section 2 sets out the conceptual and practical framework of NSDS, what they are, how the approach of NSDS is part of the new thinking on sustainable development, their desirable features and how to manage them in practice, all based on emerging international consensus on best practices.

A NSDS is the strategic approach adopted by a country to achieve sustainable development based on existing and future policies and plans. It is a system and process of analyzing, planning, implementing, monitoring and reviewing policies and actions that enable a nation achieve its sustainable development goals. The formulation of the NSDS is a process of integrating existing or proposed strategies in a manner that makes them conform to sustainable development principles.

The emerging features of a NSDS are that the process should be needs-based and strategic, comprehensive, inclusive, legitimate, and, efficient and responsive. Effective mainstreaming of sustainability considerations in planning depends on several factors, including the following:

- integrating development with disaster risk, conflict and other livelihood threats in a comprehensive human security planning framework

- promoting a sustainable development culture, including integrating sustainability considerations in investment decision-making through application of sustainable development instruments such as environmental accounting
- developing conducive enabling environment, including requisite institutional, policy and legal frameworks and capacities
- implementation of agreed outcomes of participatory consultations on strategy processes to enhance stakeholder commitment

To relate all these to the Ghanaian situation, first, this report reviewed the context for development planning in Ghana and identified all past and current national development strategies, dating from the era of the colonial governor Guggisberg, using a nine-part classification in Section 3. The types of strategies listed included: constitutional development imperatives, politically-originated strategic approaches (of ruling political parties), and, long term development visions (such as the Vision 2020 and the Coordinated Programme of Economic and Social Development for 2003-2013).

Others types of strategies covered: general economic growth (such as the Seven-Year Development Plan, the Economic Recovery Programme, the World Bank and United Nations development assistance strategy frameworks and the HIPC programme), development of key economic sectors (agriculture, industry, mining, energy, transportation, and, science and technology) and, social development and poverty reduction strategies (such as PAMSCAD, GPRS, population, health, education, water, gender and children).

The set also included nine strategies for integrating environment in development (ranging from protection of the atmosphere through combating deforestation and desertification to environmental disasters), institutional development strategies (such as the decentralization strategy, public sector reforms, the national economic forum and dialogues, and, the national medium-term private sector development strategy), and, strategies based on international conventions.

A review of sustainable development strategies in Section 4 followed the presentation of the various groups of strategies. The review covered several factors, including: the institutional framework, type of strategy process, integrated development based on the inter-dependency principle, and, incorporating inter-generational principle. Other factors included: national ownership and commitment, participation, capacity development for NSSD, and, technical deficiencies of strategy processes. Management factors considered in the review were: implementation, including responsibility, financing and accountability, country development framework coordination, and, monitoring, review and learning.

The review identified emerging strengths of the NSDS process in Ghana, such as the long history of and experience with planning in national development, Ghana's strong participation in international activities in NSSD, including UNCED and the WSSD process, and, the growing familiarity with the subject of NSSD within the development community. Other positives include the near institutionalization of participatory policy

formulation, the establishment of a national committee on sustainable development with government and civil society participation, the experience with Strategic Environmental Assessment of GPRS, and, efforts to align national policy to budget management.

Key challenges to NSDS processes in Ghana include: leadership, applying the interdependency principle (essentially coordinating with other strategies to ensure true integration of sustainable development pillars), and, applying the inter-generational equity principle (long-term strategizing). Other major challenges include ensuring effective: national-local linkages and coordination, participation and ownership, capacity for NSSD formulation, coordination with financial resources, and, monitoring and learning from strategy processes

The presentation in Section 3 and 4 showed that there has been no shortage of strategy processes and frameworks in Ghana's development history; perhaps what has been weak has been their implementation and sustainability. The remainder of the report presented recommendations in the form of guidelines for enhancing the sustainability of development strategies in Ghana.

Section 5 presented an overall framework for designing and implementing NSDS in Ghana covering three areas: the thematic focus of NSDS, managing strategy processes, and, enhancing congruence of development processes in Ghana.

The suggested thematic objectives of NSDS in Ghana are: nurturing a conducive enabling milieu, developing better quality of life, and, managing natural resources sustainably. The rest are: promoting spatial balance, and, safe development within a caring society, targeting effective participation of stakeholders, basing development on science and technology, and, pursuing internationally responsive development.

The next step was to recommend a series of actions required to manage the process of NSDS. These activities are: analyzing current strategies, establishing a mandate for the strategy and the process, identifying stakeholders and their relations, developing administrative support system, and, agreeing on rules governing the strategy process. Other activities are establishing mechanisms for: regular debate, research and analysis of strategy issues, change management, implementation scheduling, communication and awareness raising mechanism, and, continuous monitoring and accountability. An important activity is meeting financial requirements of the strategy process.

The last step was to recommend ways of improving the effectiveness of NSDS in Ghana. This involves improving the congruence of development strategy frameworks and processes through more effective coordination, complementarity, coherence, and, convergence. The report recommended practical ways of ensuring consistency between priorities of different sectors, plans and stakeholder interests, as well as linking priorities to financial resources.

The report identified the major objective, key processes, planning horizon, timing of key processes in year of preparation, and, key participants of seven major development

management processes (including medium-term planning frameworks such as the GPRS, World Bank and UN planning frameworks, national public financial management processes, the national economic dialogue process, the SEA of GPRS, and the MDGs review process) in a cross-matrix analysis to determine which of the processes need to be synchronized as a priority.

The analysis also identified key steps in synchronizing these major strategy processes. These steps include: enhancing congruence of the objectives of priority processes, increasing common uses of major activities and coordinating or other functional mechanisms, synchronizing timing of key activities, integrating information needs, and, improving coordination of development cooperation.

Section 6 on monitoring proposed several issues to address in enhancing monitoring of and learning from NSDS processes. These include: objectives and approaches to monitoring, as well as technical concerns such as deciding what to monitor, ensuring the internal consistency of indicators, and, means of verification. Other issues include: the linkage between indicators and strategy, feasibility of covering selected indicators, inclusion of indicators of disasters and their management, and, institutional arrangements for monitoring NSDS. The section concluded with recommendations for strengthening learning from monitoring NSDS.

The report ended with an indicative draft action plan for developing national sustainable development strategies in Ghana consisting of: what to do, the sequence, who does it, and, suggested timeframes based on the author's perception of desirable timelines for finalizing the preparation of the NSDS. The proposed Action Plan focused on process actions rather than policy actions and outcomes. Also, an optimal sequence of activities was included but not timeframes with specific start and end dates. The proposed Action Plan should provide a basis for debate and future agreement on a substantive Plan for NSDS for Ghana.

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## 1. Introduction

### 1.1 Background and context

Ghana has been engaged in several and strategy policy processes in efforts to achieve poverty reduction and sustainable development. However, the state of development of the country attests to the challenges that have to be met to achieve those objectives. Poverty persists despite some gains, partly due to high population growth. The largely weather-dependent agrarian economy is dominated by basic and extractive industries, with little manufacturing value-added, and is highly vulnerable to external shocks. Natural resource management is largely unsustainable, social services are inadequate and the institutional framework for development management is weak.

The Brundtland report of 1987 placed sustainable development within the policy agenda of countries. Consequently, to help address these development problems, the United Nations Conference on Environment and Development (UNCED) made a commitment in Agenda 21 in 1992 to adopt strategies that ensure coherence and harmony between the economic, environmental, social and institutional aspects of development to ensure sustainability. In 1997, the UN General Assembly Special Session set a target date of 2002 for all countries to have introduced such strategies. To move the process forward, the Millennium Declarations set time-bound goals for Agenda 21 in the Millennium Development Goals (MDGs) and the Johannesburg Plan of Implementation provided actionable interventions to achieve the MGDs and longer-term objectives of sustainable development. Under the WSSD Plan, countries are requested to expedite and deepen actions to develop and adopt national sustainable development strategies (NSDS), action plans, and, monitoring mechanisms, including indicators.

National sustainable development processes help to ensure poverty reduction and sustainable development by promoting adoption of strategic approaches to development. They also contribute to promoting people-centered development through adoption of participatory approaches in their design and validation. Furthermore, national sustainable development strategy processes help to meet commitments and requirements under international development frameworks and agreements.

As part of post-WSSD activities, Ghana strengthened the National Sustainable Development Committee (NSDC), undertook a participatory Strategic Environmental Assessment (SEA) of the Ghana Poverty Reduction Strategy (GPRS), and developed a framework and set of sustainable development indicators. The Ministry of Environment and Science (MES) and the NSDC have commissioned this report to propose a framework for designing and managing National Sustainable Development Strategies to guide government's efforts in promoting sustainable development in Ghana.

### 1.2 Objectives

The report identifies approaches, gaps and challenges to strategy processes in Ghana. The objectives of the study are:

- to increase awareness of what is entailed in NSDS
- to determine gaps in NSDS processes and frameworks in Ghana
- to propose approaches and a plan for improving sustainable development strategy processes in Ghana, including monitoring and learning.

### 1.3 Outputs

The report comprises the following outputs:

1. a generic framework for national development strategies to be sustainable
2. a chronicle of development strategies in Ghana's development history
3. a brief review of national development strategies in Ghana to determine their sustainability
4. a framework for managing national sustainable development strategies processes in Ghana
5. a framework for monitoring national sustainable development strategies
6. an indicative Action Plan for NSDS

The report provides some guidance on how to integrate sustainability considerations in the planning culture of Ghana to increase adoption of NSDS approaches in planning. However, due to the very broad scope of the subject matter of sustainable development and other considerations, the report cannot address all related issues in depth. Consequently, the depth of coverage varies in the report but an attempt was made to cover the main issues and themes in planning for sustainable development as they relate to the Ghanaian situation.

## **2. Framework for sustainability of national development strategies**

This section defines national strategies for sustainable development, discusses some desirable characteristics and principles that make development strategies sustainable, and presents outlines of mechanisms and steps in formulating NSDS that will be further discussed in Section 5.

NSDS can take many forms depending on local and national conditions, but all have to reflect the new thinking on sustainable development strategies and possess some common desirable characteristics. But, first, it is essential to define national strategies for sustainable development.

### **2.1 What is NSDS**

Agenda 21 called on governments to adopt a national strategy for sustainable development that builds upon and harmonizes the various economic, social and environmental policies and plans that are in operation in the country. Recent initiatives of the Department of the Economic and Social Affairs of the United Nations (UNDESA) and the Organization for Economic Cooperation and Development (OECD) in developing guidance for NSDS have helped provide operational definitions of NSDS.

The United Nations Department of Economic and Social Affairs (United Nations 2002) defined NSDS, based on the outcome of the International Forum on National Sustainable Development Strategies in Accra, as follows: “a coordinated, participatory and iterative process of thoughts and action to achieve economic, environmental and social objectives in a balanced and integrated manner at the national and local levels” (United Nations 2002). The OECD defined NSDS as: “a co-ordinated set of participatory and continuously improving processes of analysis, debate, capacity strengthening, planning and investment, which integrates the economic, social and environmental objectives of society, seeking trade offs where this is not possible” (OECD 2001). Hence, the emphasis is on seeking balance between economic progress, social development and environmental management and other dimensions for sustainable development (European Commission 2004).

These definitions show that a NSDS is a mechanism for transforming national ideals, vision and aims of sustainable development into actual policy and action. An effective strategy for sustainable development brings together the aspirations and capacities of government, civil society and the private sector to create a vision for the future, and to work tactically and progressively towards it. A NSDS provides a platform for identifying and debating issues of sustainable development, planning policies and interventions and monitoring them. It identifies and builds on ‘what works’, improves integration between approaches, and provides a framework for making choices where integration is not possible, through trade-offs and mutually beneficial gains.

Thus, a NSDS is the strategic approach adopted by a country to achieve sustainable development based on existing and future policies and plans. It is a system and process

of analyzing, planning, implementing, monitoring and reviewing policies and actions that enable a nation achieve its sustainable development goals. Consequently, it is a way of doing things to achieve sustainable development. Because a NSDS is a considered approach to sustainability that is strategic, the emphasis is on strategies as continuous processes that meet accepted principles, not on the label of the strategy process.

A key message of this report is that the formulation of the NSDS is a process of integrating existing or proposed strategies in a manner that makes them conform to sustainable development principles. The NSDS is not an output-oriented master plan of fixed ideas and solutions but a set of coordinated and adaptive processes that focuses on achieving sustainable development goals and outcomes. In practice, one can build on whichever strategy models have been found useful. These include development plans, poverty reduction strategies or action plans, national green plans, and, decentralized planning and consultation processes. The label does not matter (United Nations 2002, OECD 2001).

A strategy for sustainable development will rarely imply initiating a completely new or stand-alone strategic planning project. Rather, a number of initiatives, taken together, could meet the definition and the principles. Bringing existing initiatives closer to form an effective strategy for sustainable development might involve complementing them with a broad 'umbrella': a vision and set of co-ordinated mechanisms and processes to improve their complementarity, smooth out inconsistencies, and fill gaps when needed.

As may be inferred from the foregoing, a NSDS is not a single policy or an integrated master plan, no matter how comprehensive it may be. Consequently, a NSDS does not require a comprehensive set of actions although it should have a broad view. However, integrated development frameworks, such as Poverty Reduction Strategy Papers (PRSPs), Comprehensive Development Frameworks (CDFs), United Nations Development Assistance Frameworks (UNDAFs) and National Environmental Action Plans (NEAPs) provide a basis for fashioning strategic action for sustainable development at different levels within the national territorial space. Each framework contains elements of the desirable principle of NSDS and contributes to the overall goal of sustainable development partly because they involve a shift from sector-based planning to integrated planning. Hence, these integrated development frameworks are constituents of national strategic action. A NSDS involves integrating various development frameworks and minimizing trade offs by pursuing coherence, consistency and harmony between them.

## 2.2 The new thinking on strategies for sustainable development

The above ideas are reflected in the emerging approaches to strategies for sustainable development. Some of these approaches are shown in Table 1 below.

Table 1

Changing approaches to strategies for sustainable development

Previous approach	Emerging approach
Single master plan for sustainable development	Set of coordinated mechanisms and processes that builds on and harmonizes existing frameworks
One off initiative	Continuous process that emphasizes monitoring, learning and improvement
Fixed ideas and solutions	An adaptive system that evolves to ensure coherence between responses to challenges
Focus on outputs	Focus on outcomes and impacts
State responsible	Society responsible
Centralized and controlled decision-making	Sharing ideas, negotiating positions and cooperating to reach agreements
Reliance on authorities	Focus on competencies
Pure hierarchies	Combinations of hierarchies and networks
Control	Monitoring, evaluation and feedback
Knowing (presenting data)	Learning (understanding and sharing information through communication)

Source: Dalal-Clayton (2002), IISD et al. (2004), and author.

## 2.3 Desirable characteristics of national sustainable development strategies

### 2.3.1 Emerging principles for sustainable development strategies

Some defining principles and features characterize the emerging concept of NSDS. The desirable characteristics of NSDS contained in both the outcome of the 2001 UN International Forum on National Sustainable Development Strategies in Accra (United Nations 2002) and those of the Development Assistance Committee (OECD 2001) are presented in Table 2.

Table 2

Internationally recognized principles for sustainable development strategies

United Nations Guidance	DAC/OECD Guidance
<ul style="list-style-type: none"> <li>Country ownership and strong political commitment</li> </ul>	<ul style="list-style-type: none"> <li>Country-led and nationally owned</li> <li>High level government commitment and influential lead institution</li> </ul>
<ul style="list-style-type: none"> <li>Integrated economic, social and environmental objectives across sectors, territories and generations</li> </ul>	<ul style="list-style-type: none"> <li>Comprehensive and integrated</li> <li>Link national and local levels</li> </ul>
<ul style="list-style-type: none"> <li>Broad participation and effective partnerships</li> </ul>	<ul style="list-style-type: none"> <li>People-centered</li> <li>Effective participation</li> </ul>
<ul style="list-style-type: none"> <li>Development of capacity and enabling environment</li> </ul>	<ul style="list-style-type: none"> <li>Develop and build on existing capacity</li> <li>Building on existing processes and strategies</li> <li>Incorporate monitoring, learning and continuous improvement</li> </ul>
<ul style="list-style-type: none"> <li>Focus outcomes and means of implementation</li> </ul>	<ul style="list-style-type: none"> <li>Consensus on long-term vision</li> <li>Based on comprehensive and reliable analysis</li> </ul>

Sources: OECD (2001), United Nations (2002)

### 2.3.2 Generic requirements for sustainability

Based on the principles in Table 2, the international review of NSDS in IISD et al. (2004) and other considerations, this report recommends that sustainable development strategies and process meet the following basic processes-oriented attributes to be generically sustainable: needs-based and strategic; comprehensive; inclusive; legitimate; and efficient and responsive. Further describing these basic attributes, NSDS should:

*be needs-based and strategic:*

- be people-centered
- focus on sustainable development issues and livelihood risks
- respond to real and fundamental needs by emphasizing enhancement of development capacities and resilience, including those for disaster risk prevention and mitigation, particularly at local levels
- ensure social and intergenerational equity
- prioritize interventions

*be comprehensive:*

- be multi-disciplinary and multi-institutional

- be integrated and balanced across sectors, territories and generations by linking thematic, regional, sub-regional, national and local priorities and actions within a long-term timeframe
- manage trade-offs from the process through consensual identification of and agreement on compensatory measures, where possible

*be inclusive:*

- be transparent and based on efficient and effective governance
- be collaborative with effective local and national multi-stakeholder involvement and partnerships for ownership while recognizing differentiated capabilities and needs
- be based on communication and extensive information dissemination

*be legitimate:*

- be nationally-owned and country-driven
- reflect shared, strategic and pragmatic regional and national vision
- be backed by strong political commitment and conducive enabling environment
- be driven by strong institutional leadership
- fit national priorities into the international context

*be efficient and responsive:*

- involve clear and affordable processes
- be cost-effective, management-efficient and outcome-focused
- provide added values and tangible benefits to all parties
- be iterative and adaptable to achieve realistic but flexible targets
- build on existing processes, strategies, policies, capacities and institutions in a phased modular approach for continuity
- satisfy resource requirements by ensuring coherence between strategy and budgetary priorities
- be knowledge-based, including using comprehensive and reliable analysis
- involve continuous effort to manage change, incorporating monitoring, feedback, follow up, assessment, and continuous learning: re-generates through continuous improvement.

### 2.3.3 Success factors in mainstreaming NSDS

Mainstreaming sustainability in development planning involves effectively applying sustainable development principles and practice in development policies, projects, regulations and standards. Institutionalizing the NSDS process also includes mainstreaming strategy development activities into policy and management of public authorities and other stakeholders. Effective mainstreaming of sustainability considerations in local and national planning requires dedicated adherence to the characteristics outlined earlier in this Section. The following success factors complement these characteristics and enhance their effectiveness:

- integrating development with disaster risk, conflict and other livelihood threats in a comprehensive human security planning framework
- promoting a sustainable development culture, including integrating sustainability considerations in investment decision-making, through application of sustainable development instruments, such as environmental accounting
- developing conducive enabling environment, including requisite institutional, policy and legal frameworks and capacities
- effective management of strategy processes and mechanisms
- implementation of agreed outcomes of participatory consultations on strategy processes to enhance stakeholder commitment
- public awareness through effective information, education and communication
- effective sub-regional, regional and international cooperation

## 2.4 Processes, mechanisms and steps in managing NSDS

### 2.4.1 Processes required in strategy development

The development of the NSDS is an integrated endeavour that involves the following categories of processes, as identified in United Nations (2002):

- political process: engendering strong and sustained political leadership and local commitment
- technical process: undertaking the range of analytical and planning activities involved in strategy development
- participatory process: sustaining involvement of all interested and affected parties
- resource mobilization process: ensuring available, adequate and sustainable resources for planning, implementation and feedback.

### 2.4.2 Mechanisms used in strategy development

Operationally, the above processes utilize the following institutional and information mechanisms provided in the DAC Guidelines that contribute to a sustainable development strategy (OECD 2001) and are required to balance the economic, social and environmental visions and objectives of different stakeholders:

- Information system, including research and analysis
- Economic, social, environmental strategic assessment
- Participation mechanisms
- Negotiation and conflict management
- Prioritization, planning and decision-making
- Financial resources mobilization and allocation
- Change management
- Communication and awareness raising
- Monitoring and accountability

### 2.4.3 Steps in developing strategy mechanisms

In terms of implementation steps required to formulate NSDS, the DAC Guidelines (OECD 2001) provided a set of actions that need to be undertaken to make strategy and policy processes sustainable. These steps need to be coordinated to adhere to the desirable characteristics outlined in Section 2.3 above. These steps are:

- Analyze current strategies
- Establish a mandate for the strategy
- Identify stakeholders and their relations, responsibilities and rights
- Develop administrative support system for the process with adequate capacity, resource endowment and powers
- Agree on rules governing the strategy process
- Establish mechanisms to be used (per 2.4.2 above)
- Establish regular debate and analysis
- Establish an implementation schedule of the strategy process
- Establish a continuous monitoring and accountability mechanism (per 2.4.2 above)
- Determine financial requirements of the strategy process, and, acquire and allocate the requisite resources
- Identify trade-offs and how to manage them

Ways of operationalizing the above steps within the Ghanaian context are proposed in Section 5.

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### 3. Key past and current national development strategies

#### 3.1 Context for development planning

Planning for national development began in 1919 with the Guggisberg Plan (Birmingham, Neustadt and Omaboe 1966). This public investment programme provided the framework for the first development efforts of the country up to 1926. The independence movement drove the next phase of development of the country but long-term planning suffered right from the immediate pre-independence period when the first ten-year planning cycle begun in 1951 was not completed.

Ghana began the spiral of long-term economic decline in the 1960s due to low investment, low and falling efficiency of resource use and declining exports (Leith 1974). Between 1960 and 1982 real per capita income fell at an average annual rate of nearly 2 percent while annual inflation rose from 6.2 percent to 123 percent (Pickett and Shaeeldin 1990, Azam and Besley 1989). In response, the Economic Recovery Program (ERP) sought to reverse the country's downward trend and start a process of sustained growth from 1983 with a focus on economic liberalization and stabilization, social development, long-term growth, poverty reduction, gender balance and regional integration (World Bank 1989). Consequently, real gross domestic product (GDP) growth averaged 4 percent annually while inflation dropped to 20 percent during 1992-94. However, the performance of the economy started slipping significantly from 1992 when large fiscal imbalances resulted in heightened inflation and currency depreciation.

Consequently, efforts during the past decade have centered on regaining macroeconomic balance, achieving growth-oriented macroeconomic stability, and, addressing poverty issues in a systematic manner (Republic of Ghana 2002). However, the economy was subject to several factors, mainly variable weather, weak economic management, particularly of the public sector, energy crises, adverse international commodity price shocks and reduced inflows of development assistance. Subsequently, by 2000, real GDP grew by only 3.7 percent and end-year consumer price index (CPI) inflation leaped to 40.5 percent as the nominal exchange rate depreciated by 50 percent. Measures were adopted by a new administration in 2001 aimed at addressing the vicious cycle of increasing budget deficits, rising money supply, increasing interest rate and worsening external balance. Partly as a result, inflation is down towards the single-digit region, currency depreciation has slowed considerably, interest rates are in the 20s and the debt burden has been reduced. Also, external reserves can cover at least 3-4 months imports, public finance management has been strengthened, and, donor inflows have increased (IMF and IDA 2004).

Nonetheless, the economy is still characterized by:

- low savings and investment
- high unemployment
- high debt, both external and domestic, although the recent completion of the HIPC programme has considerably reduced the debt overhang
- the duality of a large agrarian base and low manufacturing value-addition

- market-determined and private sector oriented policy framework, although private sector response to the economic framework and incentives has been laggard
- fragile stabilization, as the economy is still prone to destabilization by external economic factors, particularly negative terms of trade
- continued importance of basic natural resources for foreign exchange earnings, despite increased contribution from remittances, tourism and non-traditional exports

Economic liberalization, begun with the Economic Recovery Programme (ERP) in 1983, preceded political liberalization in 1992 by a decade. Broadly, the political context has involved a transition from the socialist single-party orientation of the immediate post-independence period, through military regimes, to the current regime of multi-party democratic governance. Overall, the last decade has witnessed the development of the institutional framework for democratic governance, including those for electoral management, free and liberalized press, civic education, and, combating serious frauds and lapses in human rights and administrative justice.

The evolution of the institutional context for development partly reflects that of the political landscape. The institutional framework is gradually turning away from command and control to market-based and people-centered mechanisms as the culture of democratic governance, decentralized administration and public awareness and participation grows. This is partly exemplified by the increasing use of regulatory frameworks, rather than bureaucratic control mechanisms, to internalize economic, social and environmental costs of development.

At the sub-national level, the regions and districts prepare their development strategies and plans under a decentralized planning system within planning guidelines provided by the National Development Planning Commission (NDPC) that are derived from the long-term development strategy of the government in power. The decentralized development planning system also includes a legal framework, a planning institution (the NDPC), a planning methodology, and a consultative approach to developing national development policy.

National strategies recognize the sub-regional dimension of development and have, particularly since the last decade, emphasized sub-regional integration as an integral part of national development policy at all levels. National policy frameworks and plans take due cognizance of sub-regional factors directly by emphasizing economic growth and poverty reduction, popular participation in economic and political decision-making, and, good governance to consolidate the relative peace and stability that Ghana enjoys within the relatively strife-torn areas of the West Africa sub-region. The frameworks also explicitly seek to enhance the economic integration of the sub-region.

### 3.2 Strategies for development

As indicated in Section 2.1, a national strategy for sustainable development does not imply a single monolithic national plan but is composed of past, existing and planned

policies and actions. Ghana's pursuit of sustainable development from the colonial era to date has been shaped or informed by the strategies identified below:

1. Constitutional development imperatives
  - 1969, 1979 and 1992 constitutions
2. Politically-originated strategies
  - CPP
  - PP/NPP
  - NDC
3. Long term development vision
  - The 1994 Vision 2020 (1995-2020)
  - The 2002 Coordinated Programme of Economic and Social Development (2003-2013)
4. Economic growth strategies/frameworks
  - the Guggisberg Ten Year Development Plan 1920-1930
  - the Ten Year Plan for the Economic and Social Development of the Gold Coast (which was condensed into a Five-year Plan 1951-1956)
  - the Consolidation Development Plan 1957-1959
  - the Second Development Plan 1959-1964
  - the 1963/64-1969/70 Seven-Year Plan for National Reconstruction and Development 1963/64-1969/70 (popularly known as the Seven-Year Development Plan)
  - the Two-Year Development Plan 1968/69-1969/70
  - the One-Year Development Plan July 1970-June 1971
  - the Five Year Development Plan 1975/76-1979/80
  - the Economic Recovery Program (ERP)/Structural Adjustment Programme (SAP):
    - ERP I (1983-1986)
    - ERP II/SAP (1987-1989)
  - the 1999 World Bank Comprehensive Development Framework Towards Ghana Vision 2020 (CDF)
  - the World Bank Country Assistance Strategy 2000-2003, 2004-2007
  - the 2000 United Nations Development Assistance Framework (UNDAF) Ghana 2001-2005 and related the Common Country Assessments (1997, 1999, 2004)
  - the 2002 Millennium Development Goals (MDG) Review
  - the 2001-2004 Highly Indebted Poor Country (HIPC) programme
  - development strategies for key economic sectors (agriculture, industry, mining, energy/power, etc)

5. Social development and poverty reduction strategies
  - the 1987 Programme of Actions to Mitigate the Social Cost of Adjustment (PAMSCAD)
  - the PRSPs
    - the 1995/96 GPRS
    - the 2003-2005 GPRS: An Agenda for Growth and Prosperity
  - Population policy
  - Health strategy
  - Education strategy
  - Water sector strategy
  - Gender and children
  
6. Strategies for integrating environment in development
  - National Environment Action Plan and Policy process
  - the Strategic Environmental Assessment of the 2003-2005 GPRS
  - Protection of the atmosphere
  - Integrated land resources planning and management
  - Combating deforestation
  - Combating desertification
  - Conservation of biological diversity
  - Management of biotechnology
  - Protection of oceans and coastal areas
  - Management of toxic, hazardous and radioactive wastes
  - Environmental disaster reduction
  
7. Strategies based on international conventions
  - Multilateral environmental agreements (e.g. UNCCF, UNCCD)
  - Regional integration agreements and policies
  - Inter regional cooperation agreements (e.g. Cotonou Agreement)
  - Bilateral agreements
  - Commodity agreements (e.g. fair trade/organic practices)
  
8. Institutional development strategies
  - the 1988 decentralization strategy
  - Public sector reforms under Civil Service Performance Improvement Programme (CSPIP), Public Financial Management Reform Programme (PURFMAP), Medium-term Expenditure Framework (MTEF), National Institutional Renewal Programme (NIRP) and Multi Donor Budget System (MDBS)
  - National Economic Forum 1997
  - National Economic Dialogues (2001, 2004)

- the 2003 National Medium-Term Private Sector Development Strategy 2004-2008

The categorization was largely for convenience: the above categories are not mutually exclusive but are often inter-related. For example, the broad development orientation and rights enshrined in the republican constitutions and the politically motivated strategies enunciated in the political manifestoes of political parties in power provide the overarching framework for the economic growth and social development programmes in effect at any time. Also, some frameworks classified as economic growth strategies (such as the Seven-Year Development Plan) could be viewed as medium or long-term strategies. In addition, economic growth strategies often contain social development and poverty reduction frameworks, as well as environmental and institutional aspects. Some, such as UNDAF and CDF, encompass broad aspects of development, including environmental considerations, while several environmental frameworks are strategies based on international conventions. Furthermore, several cross-cutting frameworks are included under institutional development strategies which, in turn, provide the enabling setting for the design and implementation of the other category of strategies. Also, strategies for integrating social concerns and environmental management in development are often propelled by and based significantly on international conventions and agreements.

Partly for the above reasons of inter-connectivity and cross-determination, it is difficult to link development outcomes with specific strategies directly or exclusively. Nonetheless, this report considers the following major planning processes to have, arguably, impacted most on the achievement of, or been most significant for, sustainable national development at the national level since independence:

- the Seven-Year Development Plan
- the Economic Recovery Programme/Structural Adjustment Programme
- the national population policy
- the National Environment Action Plan and policy
- the decentralization strategy and policy
- the 2003-2005 GPRS: An Agenda for Growth and Prosperity
- the 2001-2004 HIPC programme

### 3.3 Summary description of key strategy frameworks

#### 3.3.1 Constitutional development imperatives

The constitution contains directive principles of state policy and provisions for human rights and security, environmental sustainability, social development and other areas of national life. These provide the overarching and basic vision, paradigm and orientation of development that guide the formulation of economic, social, political and environmental strategies, policies and plans. Thus, collectively, the development imperatives of the national constitution form the fundamental national strategy for sustainable development: they set out the ultimate development vision of the nation that

governments are to strive to achieve through their development strategies and programmes. Examples of sustainable development imperatives contained in the 1992 Constitution (Republic of Ghana 1992) are indicated below:

- Economic management
  - coordinated programme of economic and social development policies
  - independence of central bank
- Social development
  - free universal basic education and other stipulations on education
  - women, children and spousal rights
  - support for vulnerable and marginalized
- Environment and natural resource management
  - environmental protection and safeguarding
  - land management
- Political development
  - prescription of multi-party democratic governance
  - role of traditional authorities
- Institutional development
  - decentralization and local government

### 3.3.2 Politically-originated strategies

It is difficult tracking the content and direction of politically-motivated strategies espoused by the various political parties in Ghana's post-independence history given the frequent breaks experienced in the democratic governance of the country, and, the changing landscape of political parties. However, political ideologies for development have tended to coalesce around three main traditions, namely, (1) the left of centre social-oriented Nkrumaist tradition, (2) the right-of centre conservative democratic Danquah-Busia tradition, and (3) the emergent social democratic Rawlings orientation.

Clearly, the statist economic policies of the immediate post-independence era reflected the distinctly socialist political orientation of the CPP political party. In contrast, there is yet to emerge clear ideological distinctions between the economic strategies of the two currently dominant political traditions of the New Patriotic Party (NPP) and the National Democratic Convention (NDC): the orientation of both is within the framework of the Washington consensus. However, the social orientation of public policy of the Nkrumaist and NDC traditions is similar.

### 3.3.3 Long term development visions

Ghana has continuously experienced development strategies and plans of duration ranging from one year to 25 years, as seen from Table 3. For purposes of this report, development plans of ten or more years are considered long-term strategies. Consequently, the two long-term frameworks relevant are the 25-year Ghana Vision 2020 for the period 1995-2020 (Republic of Ghana 1994, 1994 B) and the 10-year Coordinated Programme for Economic and Social Development of Ghana for the period 2003-2012

(Republic of Ghana 2002). However, the Seven-Year Development Plan could also be considered a vision, because it was the main instrument of pursuing the socialist vision of the government of the day.

Table 3

Terms and duration of development plans, programmes and strategies in Ghana

Name of plan/programme/strategy	Planned		Actual implementation	
	Period	Duration (no. of years)	Period	Duration (no. of years)
The Guggisberg Plan	1919-1926	7	1919-1926	7
The First Ten Year Development Plan	1951-1959	10	1951-1956	5
The Consolidation Development Plan	1957-1959	2	1957-1959	2
The Second Development Plan	1959-1964	5	1959-1963	4
The Seven-Year Plan for National Reconstruction and Development	1963/64 – 1969/70	7	1963/64 – 1966	3
The Two-Year Development Plan	1968/69 – 1969/70	2	1968/69 - 1969/70	2
The One Year Development Plan	July 1970 – June 1971	1	July 1970 – June 1971	1
The Five Year Development Plan	1975/76 – 1979/80	5	1975/76 – 1978	3
The Economic Recovery Programme/Structural Adjustment Programme	1983-1989	7	1983 – 1989	7
The Ghana Vision 2020	1995 – 2020	25	1996 – 2000	5
The Highly Indebted Poor Country (HIPC) Programme	2001 – 2004	4	2001-2004	4
The Ghana Poverty Reduction Strategy	2002-2004	3	2002-2004	3
The Coordinated Programme of Economic and Social Development	2003 – 2012	10	2003 to date	2 (to date)*

\*Formal or official implementation of this Programme has not been announced, or is not known, publicly.

Source: Constructed by author.

Ghana Vision-2020: Adopted in 1996, the Ghana Vision-2020 was a national development policy framework covering long-term (25 year) development objectives in five basic thematic areas: macroeconomics, human development, rural development, urban development and enabling environment (Republic of Ghana 1994, 1994 B). The achievement of these long-term objectives was expected to transform Ghana into a nation with a balanced economy and a middle-income country status and living standard (as at 1993/94) by the year 2020. The long-term objectives were to be achieved by implementing policies through five-year medium-term rolling plans. The implementation of the Vision 2020 was terminated by the new administration in 2001.

The 2003-2012 Coordinated Programme of Economic and Social Development seeks to move from poverty reduction to wealth creation. The vision is to improve the worth and welfare of the people through continuous wealth creation for a society of free and disciplined individuals with a passion for excellence (Republic of Ghana 2002 B). The Coordinated Programme adopts a dual approach: it aims to consolidate the foundations of long-term growth through the medium-term programme contained in the Ghana Poverty Reduction Strategy (2002-2004) while transforming the economy to a higher growth path for sustained growth. The strategies for accelerated growth are to transform the economy by leveraging the natural agricultural potential through science and technology-based value addition (Republic of Ghana 2002 B). The focus is on agro-based industrial development through agro-processing, and, information and communication technology. As a condition for achieving accelerated growth objectives, the Programme also pursues six enablers relating to: macroeconomic stability, food security, long-term saving and capital generation, private sector development, science and technology development, and, culturally-responsive development (Republic of Ghana 2002 B).

#### 3.3.4 Economic growth strategies

Arguably, the two most influential economic growth strategies in Ghana's development history were the Seven-Year Development Plan and the Economic Recovery Programme/Structural Adjustment Programme (ERP/SAP). In particular, the ERP/SAP was a significant paradigm and structural shift in the development management of Ghana that has made possible the change from a pre-ERP statist orientation to the current market-oriented development stance.

At independence, Ghana was full of promise of growth and development potential. Strong export growth and healthy foreign reserves underpinned the robust economy. Ghana was part of the sterling area with an open economy, automatic import licensing and few restrictions on foreign account transactions. However, financing the country's development potential exerted pressures on the foreign reserves during the early construction period of 1950-1961, resulting in the institution of exchange and trade controls that began with the introduction of import licensing in 1961 (Leith 1974). By 1963, the need arose for a development framework to provide the setting for addressing the economic development issue. Entered the seven-year plan.

#### 3.3.4.1 The Seven-Year Development Plan

The Seven-Year Development Plan, formally the Seven-Year Plan for National Reconstruction and Development, that was approved by Parliament on 16 March 1964, was Ghana's first integrated and comprehensive economic plan. The Plan implemented a socialist policy of economic development based on the Programme of Work and Happiness of the government under which the state, as the leading sector of the economy, would promote, directly and indirectly, the creation of full employment and the economic well-being of all Ghanaians (Republic of Ghana (1964). It contained the statement of the strategy for Ghana's economic reconstruction and development with the key objectives of: (a) accelerating economic growth, (b) starting the socialist transformation of the economy, (c) removing all vestiges of colonial structure of the economy. Its implementation was cut short by the coup d'état in February 1966.

The Plan could not reverse the long-term secular decline of the economy but its implementation entrenched the statist approach as an alternative path in development management in Ghana (until the initiation of the ERP). Succeeding economic policies, including austerity and liberalization, failed to stem the tide of worsening balance of payment, budget deficit, inflation, money supply and reduced national output. By 1982, Ghana's economy was severely distorted. There was the need to reverse the downward trend of the economy and initiate sustained long-term growth.

#### 3.3.4.2 The Economic Recovery Program

The Economic Recovery Program (ERP), began in 1983, comprised a two-phased programme of stabilization and rehabilitation (1983-1986) and liberalization and growth (1987-1989) to restore internal and external macroeconomic balances, reverse the country's downward trend and start a process of sustained growth. The main objectives were to: (a) re-orient the economy towards the rule of market forces, (b) realign relative prices in favour of productive activities and exports, (c) adopt disciplined fiscal and monetary policies, (d) rehabilitate productive and social infrastructure, (e) implement supportive structural and institutional reforms to improve incentives, facilitate private sector roles, improve public management, and, address the social cost of adjustment, particularly to the under-privileged, deprived and vulnerable (Republic of Ghana 1983, 1987, 1987 B).

#### 3.3.4.3 The Highly Indebted Poor Country (HIPC) initiative

The key poverty reduction and growth strategic interventions since 2001 have been the complementary Ghana Poverty Reduction Strategy (GPRS) and the Enhanced Heavily Indebted Poor Countries (HIPC) initiatives. Ghana announced participation in the enhanced HIPC programme in 2001, reached decision point in 2002 and successfully met official requirements for reaching the completion point in 2004, thereby generating debt relief of \$2,186 million in Net Present Value (NPV) terms (IMF and IDA 2004). This level of relief represents a 56.2 percent reduction in debt in NPV terms and a reduction in the NPV of the ratio of debt to government revenue to 250 percent. This is expected to

contribute to the sustainability of Ghana's debt at manageable levels for the next 20 years if economic policies are sound (IMF and IDA 2004).

#### 3.3.4.4 The Comprehensive Development Framework and Country Assistance Strategy

The Comprehensive Development Framework (CDF) is a development programming approach adopted by the World Bank that takes a comprehensive view of the entire development spectrum and provides a holistic framework for identifying and analyzing development needs. The CDF also provides the framework for programming development interventions from all partners in an integrated, and consistent manner designed to strengthen development planning and coordination across all the development partners.

The objectives of the Ghana CDF, prepared for the 1999 donors conference on Ghana, were to promote (Government of Ghana 1999):

- improved inter-relationships, coherence and increased integration of sector policies and programmes
- a rapid shift by donors towards financing of development programmes, instead of individual projects
- reduced government effort and resources in managing different donor systems
- increased government ownership and management of Ghana's development programme, and stronger partnership with donors, civil society and the private sector.
- a more comprehensive pattern of resource allocation that reduces inter-donor competition.

The CDF provides the context for the World Bank's Country Assistance Strategy (CAS). The CAS 2000-2003 and CAS 2004-2007 have set the strategic direction for Bank activities in support of national development priorities since the beginning of the decade. The current CAS for 2004-2007 is focused on growth and employment, the MDGs, and, governance and empowerment for development.

#### 3.3.4.5 The United Nations Development Assistance Framework (UNDAF)

Under the United Nations Development Assistance Framework (UNDAF), the UN Mission has since 1997 undertaken the Common Country Assessment (CCA) of the national development situation to provide standard reference for the government and UN system organizations in terms of the status human development, analysis of progress and problems in meeting common development targets, and, basis for development programming.

Ghana was among the first countries worldwide to undertake the CCA in 1997 for the first UNDAF for 1998-2000, followed by a second CCA in 1999 for the 2001-2005 UNDAF. The main objectives of the CCA are to provide (United Nations 2000B, United Nations 1997):

- an integrated and cross-sectoral assessment of the status, problems and challenges in achieving human development goals
- an instrument for programming and advocacy of development assistance from the UN system in-country through the UNDAF mechanism
- a common framework for monitoring the efficacy of UN development assistance
- a tool for improving development planning and coordination between the government, development partners, civil society and the private sector.

The strategy of the UNDAF Ghana 2001-2005 was to promote sustainable human development through three themes: (1) access to quality basic services for all, (2) opportunities for sustainable income, employment and personal development, (3) greater national capacity for development management and implementation (United Nations 2000). A new UNDAF has recently been prepared.

### 3.3.5 Key economic sectors

#### 3.3.5.1 Agriculture

The success or otherwise of any national-level strategy for sustainable development in Ghana depends on how the agriculture sector fares, given its large role in the economy.

The paradigm for agricultural development in Ghana in the early post-independence period emphasized state involvement mainly through large scale mechanized government enterprises. Resources for small farmer development were limited. After 1966, the emphasis shifted towards private sector-generated growth and public development boards. During the 1970s, the focus shifted towards integrated agricultural development projects. By 1983, agricultural output was low in an environment of: (a) distorted macroeconomic policies, (b) pervasive and inefficient state participation in production, input distribution, and marketing, and, (c) low linkages with industry.

Agricultural reform under the Economic Recovery Program basically involved improving prices and liberalizing markets in the short term while strengthening public sector management in the medium term, supported by adequate infrastructure development. From 1991, the focus shifted to a 10-year Medium-Term Agricultural Development Strategy (MTADS) aimed at transforming agriculture through outward orientation, production diversification, export promotion and efficient import substitution, strengthened sector management and supportive sectoral investments.

From 2001, the long-term Accelerated Agricultural Growth and Development Strategy (AAGDS) aimed at doubling the sector's growth rate by 2020 by promoting improved market access, technology for sustainable natural resource management, and, improved rural infrastructure, human resource and institutional base. The Strategy has been subjected to environmental impact assessment using the Action Impact Matrix (AIM) and mitigating measures have been incorporated in it. The Agriculture Service Sub-sector Investment Project (AgSSIP) covers the development of effective public sector support to the farming community and related business enterprises. The Food and Agriculture

Sector Development Programme (FASDEP) provides the overall policy framework for developing projects and activities to implement the Strategy.

Efforts to promote sustainable agriculture also include programmes in related sectors, such as in land and water management, food security, and, sustainable forestry management.

#### 3.3.5.2 Industry

The industrial sector was impacted by the overall macroeconomic reforms, especially in exchange rate, trade and credit during the economic reform and structural adjustment period. Sector-specific reforms were aimed at shifting incentives in favour of efficient manufacturing enterprise, enhancing private investment in industry and achieving a more efficient and productive state sector. Post-1990 objectives of industrial policy were to improve sectoral performance in the short-term, increase the local content of manufactured products in the medium term and create a balanced industrial structure in the long-term. Overall, the sector is to promote export-led growth and efficient import-substitution.

Policies and programmes have included: (a) rationalization of taxation; (b) increasing public resources support to the sector, including through various financing mechanisms; (c) liberalization of the regulatory framework and further enhancing incentives for investment; (d) acceleration of privatization of state owned enterprises; (e) emphasizing medium and small scale enterprises under the 1999 Integrated Industrial Development Programme; (f) establishment of supporting institutions such as the Private Enterprise Foundation. A new industrial policy and a trade policy (with implications for industry) have been prepared to guide current efforts in industrial development.

#### 3.3.5.3 Mining

Mining has played a significant role in the nation's development, mainly through generation of foreign exchange resources and royalty payments. The boom in mining in the 1990s was underpinned by a favourable economic incentive regime. However, Ghana's enabling environment for mining soon became uncompetitive, prompting a recent revision of the mining law to restore the Ghana's competitive advantage. This has engendered a resurgence in mining investment.

There has been increasing attention to environmental aspects, including through use of environmental permits, environmental impact assessment (EIA) of mine production, and, land reclamation bonds. However, there still remains problems of low value added, inadequate impacts on local development, environmental damage, and, social dislocation of affected communities. Also, there has been relatively low attention to the large range of minerals in Ghana other than gold, diamonds, bauxite and manganese.

Small-scale mining has developed during the past decade through several means including legitimizing the activity and provision of government development support.

Nonetheless, the sub-sector remains beset with varied problems, including low technology, inadequate financing, environmentally destructive practices, low yield, and, exploitative labor practices.

Overall, ensuring sustainable mining requires: continuous improvement in investment climate, diversification of mineral focus, development of artisanal mining, increasing value addition through secondary processing, environmental and improved management economic and social benefits

#### 3.3.5.4 Energy

Energy supply is low, significantly limiting development, while biomass accounts for at least 70 percent of energy consumption, of which fuel wood contributes 93 percent (Republic of Ghana 2002 B). Strategies to meet sector challenges include: increasing energy availability, promoting energy efficiency, development of renewable energy, economic and poverty-sensitive cost-recovery, continuous emphasis on rural electrification, and, rationalization of sector management (Republic of Ghana 2004).

To help meet the supply deficit, national output of electricity has been increased through thermal generation systems, some of which were designed to utilize gas from the West Africa Gas Project currently being developed. There has also been some improvement in electricity distribution service delivery, including a planned participation in the West Africa power pool and inter-connection system.

To sustainably exploit and efficiently distribute and use energy resources for development the national energy strategy encourages energy efficiency and energy conservation practices, promotes fuel substitution towards less polluting fuels, strengthens the technical efficiency of sector institutions, and, is progressively adopting market measures in energy supply and pricing (Republic of Ghana 2002 B). The latter is part of a planned programme of liberalization, particularly in production, importation and distribution of energy products. This has contributed to increasing private sector participation in the sector.

Liberalization has been aided by the strengthening of the promotion and regulatory framework through several mechanisms. A sector development body, the Energy Commission, promotes integrated energy development, and, licenses utilities as part of its developmental and regulatory functions. The Ghana Energy Foundation, a public-private partnership institution, promotes efficient energy use through public education and demonstrations, policy advocacy, market transformation, and, institutional development and capacity building. The Public Utilities Regulatory commission (PURC) works with relevant partners on agreed increased cost recovery, quality of service delivery targets/performance indicators, and, required public support measures for low income groups.

### 3.3.5.5 Transportation

National transport sector policy is geared towards delivery of integrated and sustainable transport services in support of socio-economic development. For transport services to be sustainable, they need to be efficient, safe, reliable, affordable, equitable, and responsive to national development imperatives.

Strategies to meet the challenges of the transport sector include: infrastructure development, rehabilitation and maintenance in all sub-sectors, integration of transport modes that emphasizes mass transit modes, increased cost recovery, strategic public investment in developing transport infrastructure, emphasizing transport safety, and, provision of corridor services for neighbouring land-locked countries.

There is ongoing rationalization of institutional roles with the public sector being increasingly directed towards being a landlord, providing policy, legislative and regulatory direction, facilitating support, and, providing some limited direct investment, such as in mass transit transportation or strategic privatization of the national airline. Correspondingly, private sector role in transport sector has expanded to include concession management of the railway sector, road and bridge tolling, and, provision of air transport services.

### 3.3.5.6 Science and technology

The 1999 National Science and Technology Policy, approved by Parliament, sought to ensure that the nation derives maximum benefits from the application of science and technology (Republic of Ghana 2000). Key strategies include: (a) effective enabling environment and advocacy for promoting science and technology as a key development factor, (b) development and utilization of science and technology capabilities, (c) emphasizing research and development especially through public-private partnerships, (d) protection of intellectual and innovative property rights; (e) ensuring environmental sustainability, (f) promoting a science and technology culture, including participation of women, and (g) improving financing, management and performance of science and technology institutions.

Ghana's information and telecommunication infrastructure has witnessed a sea change since the deregulation of the telecommunications sector in 1994 under the "Accelerated Development Program 1994-2000 (ADP 2000)". The Ghana Telecom was privatized and its monopoly as national provider abolished. A National Communications Authority (NCA) was established as the central regulatory body and a National Information Technology Agency with development functions would be created (Government of Ghana 2002).

The improvement in telecommunication services has contributed to the growth in use of information and communication technologies (ICT) as a key development tool, including through the expansion of basic telecommunication facilities, emergence of new technologies and diversification of sources of telecommunication services.

A major plank of Ghana's medium and long-term development strategy is to achieve accelerated ICT-led socio-economic development and to transform Ghana into the ICT-hub in West Africa (Republic of Ghana 2002 C). The creation of a separate Ministry of Communication and Technology and a national ICT development centre and the provision of ICT in schools have added impetus to the drive towards mainstreaming ICT in development.

### 3.3.6 Social development and poverty reduction strategies

#### 3.3.6.1 Poverty Reduction Strategies (PRSPs)

Ghana has utilized the PRSP process as a key tool of development since the mid-1990s. Concern with poverty aspects of socio-economic development began with efforts under the Programme of Actions to Mitigate the Social Costs of Adjustment (PAMSCAD) in 1987. Improved empirical base for poverty assessment, mainly through the Ghana Living standards Survey (GLSS) and the Ghana Extended Poverty Study (World Bank 1995), enabled government, with the support of the UNDP, to produce a National Action Programme for Poverty Reduction in 1995. This was transformed into the 1996 Ghana Poverty Reduction Strategy. Later, an interim 2000-2002 PRSP, which was guided by requirements for entry into the HIPC initiative, was also transformed into a substantive 2002-2004 GPRS. This was, in turn, superseded by the current 2003-2005 version that provides the medium-term framework for development policy in Ghana. The goal of the 2003-2005 GPRS is to ensure sustainable equitable growth, accelerated poverty reduction and the protection of the vulnerable and excluded within a decentralized, democratic environment (Government of Ghana 2003). The programmatic focus is on economic stability, production and sustainable livelihoods, human resource development, support for the vulnerable and excluded, good governance, gender equity, and, private sector primacy in growth generation.

#### 3.3.6.2 Population policy

The level, structure and other characteristics of the population of a nation has major implications for the sustainability of development strategies. Ghana's population policy has resulted in a reduction in the annual rate of national population growth from 3.4 percent during 1980-1990 to 2.4 percent between 1994-2000, denoting a reduction in the total fertility rate from 6.5 births per woman in 1980 to 4.5 in 1997 (Republic of Ghana 2002). The broad thrust of Ghana's population policy centers on ensuring sustainable levels and structure of national population through effective fertility management, family planning, reproductive health and family life education within the context of supporting economic, social, cultural, environmental and institutional policies.

#### 3.3.6.3 Health strategy

The health sector faces basic challenges in its quest to improve the health status of all Ghanaians through the development of a universally-accessible health care system that provides preventive and curative services, and, in linkage with other sectors, promotion

of healthy lifestyles. Reforms have been ongoing with the objectives of increasing access and coverage, and improving the quality, of health services, as well as enhancing the efficiency of service delivery. Other objectives include improving partnerships by all stakeholders, increasing sustainability of sector funding, and, bridging equity gaps in access to services (Government of Ghana 1999, 2003).

#### 3.3.6.4 Education strategy

The mission of public service in education is to provide relevant education to all Ghanaians at all levels through provision of (a) adequate facilities for functional literacy of all Ghanaians, (b) universal basic education, (c) open education opportunities for all, (d) skill development emphasizing science, technology and creativity, and, (e) higher education for manpower development (Government of Ghana 2003 B). The strategic focus is on four thematic areas: ensuring equitable access, improving the quality of education, strengthening educational management, and, emphasizing science, technology, technical and vocational education.

#### 3.3.6.5 Water sector strategy

Water is a multi-sectoral issue. As a key factor of social development, relevant aspects of water development strategies relate to the quality, supply, access and affordability of water resources. A comprehensive water policy, including strategies, water master plan, mechanisms for intersectoral coordination, tariff setting and regulation of water use, has been put in place as part of the process of developing the institutional framework for water management (Republic of Ghana 2002). The Water Commission utilizes an integrated, cross-sectoral and catchment area approach in water resource management. Among other functions, the Commission determines and coordinates the allocation of water to various users while the PURC controls tariff setting. A community water supply strategy has expanded decentralized access to, and management of, water at the local level.

#### 3.3.6.6 Gender and children

The 1992 constitution provides a framework for the comprehensive approach to issues relating to gender and children but strategies and policies for developing gender and children interests have been scattered in various thematic strategies, such as for education, health, agriculture, and, social policy. Efforts to further galvanize progress in enhancing the welfare of women and children were boosted significantly by the development of a draft national gender and children policy this year. The objectives of the draft policy include redressing the imbalances of gender inequality through improved institutional framework, strengthening women's role in economic development, and, enhancing the survival, development and protection of children (MOWAC 2004).

### 3.3.7 Strategies for integrating environment in development

#### 3.3.7.1 National Environment Action Plan and Policy process

The objectives of the national environment policy are to: (a) maintain ecosystems and ecological processes essential for the functioning of the biosphere, (b) ensure sound management of natural resources and the environment, (c) adequately protect life, livelihoods and habitats against harmful impacts and destruction of natural and anthropogenic hazards, (d) preserve biological diversity, (e) integrate environmental considerations in socio-economic and physical planning at the national and local levels (EPA 1992, Dorm-Adzobu 2002).

#### 3.3.7.2 Protection of the atmosphere

Protecting the atmosphere in Ghana focuses on reducing green house gas emissions, conserving and increasing greenhouse sinks, and mitigating ozone depletion and transboundary air pollution. Key interventions include phasing out chlorofluorocarbons (CFCs) in Ghana by 2010 and encouraging industry to change over to ozone-friendly initiatives. The lack of legislation for ODSs, bush fires, deforestation, and unfriendly agricultural practices retard minimization of ODSs (Republic of Ghana 2002).

#### 3.3.7.3 Integrated land resources planning and management

A comprehensive National Land Policy was formulated in 1999 that addressed all aspects of land use and integrates land management issues with physical planning (Republic of Ghana 1999). The policy objectives of the new National Land Policy are to: (a) ensure planned land use, (b) facilitate equitable access to land, (c) ensure security of tenure and protection of land rights, (d) ensure sustainable land use, and (e) develop effective institutional capacity and capability to manage land use.

#### 3.3.7.4 Combating deforestation

Measures taken to address the situation have included: (a) establishment of forest management programmes, tree plantations and agro-forestry practices as major aspects of forest rehabilitation activities, (b) establishment of a Forestry Commission, (c) banning the export of round logs. A noteworthy development is the emerging practice of Collaborative Forest Management but capacity is weak at the local level to plan and implement sustainable forest management practices (Republic of Ghana 2002).

#### 3.3.7.5 Combating desertification

A National Action Programme for desertification control is being developed to provide a comprehensive framework for meeting the challenges of the phenomenon, in addition to other programmes and projects addressing the problem<sup>1</sup> (Republic of Ghana 2002).

#### 3.3.7.6 Conservation of biological diversity

Policies and related laws that either directly conserve forests and wetlands or indirectly influence it through land tenure, rural development and population growth are in effect. Ghana is party to the Convention on Biological Diversity (CBD) and the Ramsar Convention and has undertaken a number of programmes and projects since Rio to help conserve biodiversity<sup>ii</sup>.

#### 3.3.7.7 Management of biotechnology

National priorities have been set, using stakeholder-driven processes, and, the technological capacity for biotechnology development in Ghana has been assessed but there is no explicit policy for biotechnology development (Republic of Ghana 2002). However, the National Biosafety Committee has drafted Biosafety Guidelines, a legislative framework to enforce the guidelines is being prepared, and, there have been extensive public awareness creation need to exercise caution towards genetically modified organisms. Ghana participated fully in the Cartagena Protocol on Biosafety, but has not yet signed the Protocol.

#### 3.3.7.8 Protection of oceans and coastal areas

Ghana supports the 1999 Maputo and Cape Town Declarations, especially on the revitalization of the Nairobi and Abidjan Conventions as two vital instruments for the protection, management and development of the coastal and marine environment in sub-Saharan Africa<sup>iii</sup> (Republic of Ghana 2002).

#### 3.3.7.9 Management of toxic, hazardous and radioactive wastes

Institutional structures have been put in place for managing these wastes, an inventory of radiation sources in the country has been established, the Radioactive Waste Management Regulations have been promulgated, and, protection and safety strategies for the control and safe disposal of radioactive waste are continuously evolving<sup>iv</sup> (Republic of Ghana 2002). Ghana has ratified several conventions and protocols on the subject.

#### 3.3.7.10 Environmental disaster reduction

Sustainable development requires that critical challenges and threats are well managed to avoid or reduce disasters and conflicts induced by environmental hazards while enhancing positive development impacts of environmental interventions. Ghana suffers from some natural hazards, mainly flood, drought, bushfire, infectious disease epidemics and pest infestation while conflicts have continued to afflict the country. However, Ghana is yet to develop a comprehensive disaster risk reduction institutional framework (Vordzorgbe 2004, 2004 B). Operationally, there is an inter-ministerial national disaster management committee and the National Disaster Management Organization (NADMO) within a system for disaster management that is decentralized to the sub-district level through voluntary service. In addition, the Ghana Poverty Reduction Strategy (GPRS)

has explicitly included disaster management, involving prevention, mitigation and response, as a focal area. However, the SEA concluded that attention to the subject in the GPRS was not adequately hazard-specific (EPA and NDPC 2004).

### 3.3.8 Strategies based on international conventions

Several national strategy and policy directions are driven or informed by about seventeen international agreements and declarations in the areas of sustainable development to which Ghana is a signatory. For example, national strategies for climate change adaptation, desertification control and biodiversity management were formulated in response to commitments under UN multilateral environmental agreements in those areas. Examples of conventions ratified and are being or are yet to be implemented are shown below in Table 4.

Table 4

Examples of international sustainable development conventions to which Ghana is a party

Sustainable development theme	Examples of international conventions
Environmental protection	<ul style="list-style-type: none"> <li>• Convention on Biodiversity</li> <li>• UN Framework convention on Climate Change</li> </ul>
Natural resource management	<ul style="list-style-type: none"> <li>• UN Convention to Combat Desertification</li> <li>• Convention on International Trade in Endangered Species of Wild Animals</li> </ul>
Social	<ul style="list-style-type: none"> <li>• Women conventions</li> <li>• Dakar convention on education</li> <li>• ILO convention 184 (safety and health in agriculture)</li> </ul>
Economic	<ul style="list-style-type: none"> <li>• World Trade Organization agreements</li> </ul>
Cultural	<ul style="list-style-type: none"> <li>• World Heritage Convention</li> </ul>
Institutional	<ul style="list-style-type: none"> <li>• ICT conventions</li> </ul>
Security	<ul style="list-style-type: none"> <li>• Treaty Banning Nuclear Weapon Tests in the Atmosphere, in Outer Space and Under Water</li> </ul>

Other types of international arrangements that influence or inform national sustainable development strategies include regional integration agreements and policies under ECOWAS, inter-regional cooperation agreements (such as the Cotonou Agreement between the EU and ACP countries), bilateral agreements (such on power sharing between Ghana and Cote d'Ivoire or aid-related with development partners), and,

commodity agreements (such as those for fair trade, organic production and fair labour practices in production some agricultural and forestry commodities).

### 3.3.9 Institutional development strategies

#### 3.3.9.1 Decentralization strategy

There has been a shift in the approach to development programming towards increasing community or local participation since the inception of the current system of local government based on the policy of decentralization in 1988. The process has involved a re-definition of the relative roles and structures of government at the national, regional and local levels by allocating policy making to the centre, coordination to the regional level, and, implementation to the local level. Decentralization has covered several reforms centering on political, fiscal and administrative decentralization coupled with decentralized development planning and management of public-private partnerships.

Specific decentralization reforms have included:

- demarcation of districts and creation of sub-district councils and unit committees
- granting of development authority to assemblies as local governments endowed with deliberative, legislative and executive functions responsible for planning and implementing local development policies and programmes
- a decentralized planning system involving coordination of district and MDA plans by the NDPC
- restructuring of resource allocation and generation between central and local governments; for example ceding some central government revenues to the local level in the form of the District Assembly Common Fund and retaining some revenues at the local level
- integration of management of public service at the local level.

#### 3.3.9.2 Public service development

Public sector reforms aimed at regaining the past high standards of public service have been mainly targeted at improving the systemic efficiency of the public sector institution, mainly through improved management of public finances. Public sector governance and management reforms were invigorated in 1997 with the adoption of the Public Sector Reinvention and Modernization Strategy for Ghana (PUSERMOS): Transforming Vision into Reality (Government of Ghana 1999). This spawned several programmes, including the National Institutional Renewal Programme (NIRP).

NIRP: To enable the public sector to achieve the requisite renewal of purpose, approach, activity scope and public service delivery mechanisms, the National Institutional Renewal Programme (NIRP) was initiated in 1994 to provide focus, strategic orientation, and coordination of ongoing public sector reform activities. The reforms were aimed at redefining the roles of the state and defining appropriate institutions and systems so as to re-orient the public service sector to a performance-based system that focuses on outputs and results, instead of inputs.

NIRP comprises: Public Sector Management Reform Programme (PSMRP), Civil Service Performance Improvement Programme (CSPIP) and Public Financial Management Reform Programme (PUFMARP).

CSPIP: The Civil Service Performance Improvement Programme (CSPIP) aims at developing an efficient, performance-oriented and policy-focused civil service as part of enhancing the efficiency of public service.

PUFMARP: The Public Financial Management Reform Programme (PUFMARP) was initiated in 1996 with the aim of enhancing the efficiency of public financial management. It covers the following areas: Budget Preparation and Implementation; Accounting; Cash Management; Aid and Debt Management; Procurement; Auditing; and Revenue Management (Government of Ghana 1999). A key component is the automation of government budget implementation and accounting system under the Budget and Public Expenditure Management System (BPEMS).

MTEF: The Medium-Term Expenditure Framework (MTEF) is a component of PUFMARP and BPEMS aimed at improving budget preparation by linking budget allocations to priorities contained in prevalent national development strategies and programmes (Republic of Ghana 1997). MTEF is an integrated (combining both development and recurrent expenditures), three-year, broad-based (combining revenue from government and donor sources) budget keyed to MDA strategic plans and linked to activity-based budgets. The MTEF is helping to transform the shopping list budgeting system to one oriented towards output, results and medium-term resource needs (Government of Ghana 1999), currently GPRS priorities (Kabo 2003).

MDBS: The institution of the Multi-Donor Budgetary Support System (MDBS) is the most significant initiative to streamline and enhance development assistance delivery. The system involves pledging and disbursement of development assistance by bilateral and multilateral donors keyed to progress in achievement of development objectives in government's reform strategies. The policy objectives of the MDBS are to strengthen public expenditure management and to enhance transparency, effectiveness and efficiency of public expenditure (Republic of Ghana 2004).

The strategy of MDBS is to improve donor support for development through performance-oriented and focused assistance in agreed areas based on assessment of progress and dialogue among partners to improve performance. Initial areas of assessment and dialogue are focused on five key reform areas important for GPRS implementation: (1) public finance, (2) budget process, (3) decentralization, (4) public sector reform, and, (5) governance. Later, the focus of assessment will shift to sectoral and thematic issues of poverty reduction.

The Progress Assessment Framework (PAF) includes triggers and targets that determine disbursement actions and progress assessment by partner donors. The disbursement mechanism of the MDBS involves development partners making pledges in two parts: a base tranche and a performance tranche (Republic of Ghana 2004). Achievement of the

triggers (which are within the context of an arrangement with the IMF) in the PAF allows the release of the base tranche while the targets direct assessment dialogues to wider areas of GPRS implementation and achievement. Currently, six bilateral partners, the EU, AFDB and the World Bank channel their assistance through the mechanism.

#### 3.3.9.3 National Economic Dialogue (NED)

The NED follows the practice of consultative development administration initiated as the National Economic Forum in 1997, the first national multi-stakeholder consensus building platform to discuss economic and development policy measures for accelerated growth under a national development framework, the Ghana-Vision 2020. The NED, first held in 2001 as part of the Homecoming Summit, has been institutionalized as an annual event broadly targeted at generating recommendations for achieving objectives of the medium-term development policy. The 2004 Dialogue directly targeted issues relating to the GPRS.

#### 3.3.9.4 Private sector development strategy

The first comprehensive integrated strategy for private sector development was launched in 2003. The policy framework of the National Medium Term Private Sector Development Strategy is to “embrace the key role of the State in undertaking broad-based pro-market reforms for private sector development, in conjunction with undertaking some sector-specific measures for strategic exports, all in the context of a constructive dialogue with the private sector “ (Government of Ghana 2003 C). The four strategic outputs are to: enhance Ghana’s regional and global market position, improve national markets, increase firm level performance, and, strengthen public policy making.

## 4. Review of sustainable development strategies in Ghana

Development planning has a long history in Ghana. The Guggisberg Plan of 1919 was undoubtedly one of the very first economic development programmes in the world (Birmingham, Neustadt and Omaboe 1966). However, the pace of Ghana's development has not matched the depth of its experience with development programming due to several reasons.

This section presents a brief review of the extent to which strategies for national development in Ghana have exhibited attributes of sustainability. The review involves:

- (a) determining approaches to NSDS,
- (b) identifying major weaknesses of development strategy processes in Ghana,
- (c) determining some positive experiences and strengths of the NSSD process in Ghana
- (d) identifying some key challenges to national sustainable development strategizing.

### 4.1 Approaches to and weaknesses of NSDS in Ghana

The review factors applied in the analysis were:

- institutional framework, including legal basis
- type of strategy process
- integrated development based on the inter-dependency principle (addressing linkages/interdependency between economic, social, environmental and institutional sustainability, including mix of policy initiatives)
- incorporation of the inter-generational principle
- national ownership and commitment
- participation
- capacity development for NSSD
- technical deficiencies of strategy processes
- implementation, including responsibility, financing and accountability
- country development framework coordination
- monitoring, review and learning

#### 4.1.1 Institutional framework, including legal basis

The institutional framework, including policies, the legal framework, and, organizational structures, provides the facilitating milieu for effective NSDS. There does not currently exist an overarching national policy on sustainable development, but efforts, including the preparation of this report, are converging towards such a policy pronouncement. Nonetheless, current national development strategies, particularly the GPRS, profess the goal of sustainable development.

There is no explicit legal mandate for NSDS processes but an indirect form of legal basis exists through the national constitution and planning laws. The supreme law of the land is the constitution of the republic. The directive principles of state policy in the 1992 republican constitution are multi-dimensional, covering economic, political, social, cultural and international objectives (Republic of Ghana 1992). However, the

constitutional requirement for every new government to prepare a coordinated programme for development did not explicitly refer to that programme as a NSDS. Nonetheless, the current drive towards NSDS in Ghana takes its momentum from the 1992 constitution, which promotes sustainable development through several provisions, including through the following requirements:

- best management of the economy [Section 36 (1) c]
- balanced spatial development [Section 36 (2) d]
- responsibility of the state for the security of its people [Section 36 a]
- participatory national development through participation of the people in all decision making at all levels [Section 35 (6) d] with provision for maximum roles for individuals and the private sector [Section 36 (2) c]
- government reporting, at least once a year, to the people on steps taken to achieve the objectives of the directive principles of state policy, particularly with respect to the economy, health and education [Section 34 (2)]
- governments continuing projects and programmes initiated by previous governments [Section 35 (7)].

The main agencies that constitute the national institutional structure for sustainable development planning are the Environmental Protection Agency (EPA), Ministry of Environment and Science (MES), and the National Development Planning Commission (NDPC). A National Committee on Sustainable Development (NCSD) acts as a coordinating panel constituted of representatives of key MDAs and civil society. The Ministry of Environment and Science is the secretariat for the NCSD. The NCSD emerged out of the National Preparatory Committee (NPC) for the WSSD as a sub-grouping of the National Committee for the Implementation of Agenda 21 (NACIA), which was the equivalent of the National Councils on Sustainable Development (NCSD) in other countries. There is an emerging recognition of the leadership role of MES in coordinating NSDS, due to the Ministry's growing efforts to promote NSDS in the country. However, the NDPC has statutory responsibility for managing the preparation of the main comprehensive NSDS processes involving the GPRS and the CPSED.

#### 4.1.2 Type of strategy process

Ghana has adopted four approaches in NSDS work to date. The first involves long-term development strategies that incorporate all dimensions of sustainable development, such as the Vision 2020. The second approach covers cross sectoral strategies on key aspects of sustainable development, such as poverty (GPRS) and the environment (NEAP). The third type consists of sectoral strategies that address the economic, social, environmental and institutional dimensions of sustainability. This includes the food and agriculture sector strategy (AAGDPS) and the forestry sector development programme. A fourth approach involves integrating sustainable development in overarching strategy processes, without producing separate sustainable development documents. To the extent that these long-term strategy frameworks (such as the CPSED) exhibit features of sustainable development, they could be considered as comprehensive and multi-dimensional national strategies for sustainable development. However, since the government did not explicitly set out to produce a NSDS in the case of the CPSED, and because that long-term

development framework does not expressly integrate the dimensions of sustainable development, the CSPED is less of an NSDS than the Vision 2020.

Also, the local Agenda 21 process was not developed in Ghana, in contrast to countries such as the Philippines, and has not been effective; it was not functional enough to spearhead preparations for Ghana's participation in the WSSD process. Hence, it cannot be considered a NSDS in the Ghanaian context.

#### 4.1.3 Integrated development

A fundamental aspect of NSDS is the interdependency principle which posits that economic, social, environmental and institutional sustainability are inter-related. Consequently, ensuring interdependency of the various dimensions of sustainable development implies promoting linkages and interactions among them, not merely recognizing those separate aspects.

The integration or coherence of economic, social, environmental and institutional objectives across sectors, territories and generations in development planning in Ghana is weak (Vordzorgbe and Caiquo 2001, Republic of Ghana 2002). Most strategies for the four pillars of sustainable development are developed in isolation from each other. Where their interrelationship is recognized, integrating the themes has proven difficult. For example, the 2003-2005 GPRS treated the environment as a sector, and not as a cross-cutting theme (NDPC and EPA 2004). The SEA of the GPRS concluded that although the economic, social and environmental aspects of the GPRS were considered, the linkages among these dimensions were not considered (NDPC and EPA 2004).

In addition, national strategies, such as the Vision 2020 framework, the GPRS and the CPSED all covered many sectoral and thematic issues. However, none had an overall and integrative model that integrates macroeconomic, sectoral, spatial/physical, and, financial aspects of planning. To date, no such model exists for Ghana. Consequently, none of the processes specified and agreed on trade-offs in integrating the various pillars of the framework, such as environment, social and economic issues. Due to the lack of this integrating framework, it has been difficult establishing cross-cutting sustainable development strategy objectives for Ghana.

#### 4.1.4 Incorporating inter-generational principle

The inter-generational principle is at the core of sustainable development. The third principle of the Rio Declaration on Environment and Development states that the right to development must be fulfilled as to equitably meet development and environmental needs of present and future generations. Effectively implementing this principle requires development strategies that span generations.

Planning efforts in Ghana have implicitly attempted to capture the inter-generation equity issues through long-term planning. However, these efforts are only partially successful because of the relatively short-term coverage of Ghana's development plans. For

example, the CPSED spans only a decade, although it has long-term goals. In contrast, the Vision 2020 covered a generational timespan of 25 years.

#### 4.1.5 National ownership and commitment

Internationally recognized principles for sustainable development strategies indicate that effective NSDS need to be country-led and nationally owned with high-level government commitment. Ghana's development status does not reflect her long history of planning for development partly because there is often relatively little commitment by most governments to the development plans they themselves formulated. This is shown in the numerous partially implemented development plans and uncompleted projects that abound in Ghana's development history.

Since Rio, Ghana has demonstrated a commitment to, and focus on, sustainable development in several respects, including the following:

- development of the National Environmental Action Plan (NEAP)
- actively preparing for and participating in key global conferences (UNCED and WSSD) on the subject with very high level government delegations
- evolution of an institutional structure for sustainable development planning (Environmental Protection Council/Agency, a ministry responsible for the environment, and, the NDPC)
- development of long-term visions or coordinated development programmes
- development of NSDS indicators
- undertaking the SEA of the GPRS
- the preparation of the current report which sets out a framework and approaches to sustainable development strategizing.

Despite this growing demonstration of government concern, there has been no explicit public policy statement from the highest authority on undertaking the design of a national strategy for sustainable development.

#### 4.1.6 Participation

Efforts to enhance national ownership of and commitment to NSDS and to make them more people-centered have focused on utilizing broad participation in their preparation. A wide scope of groups has been involved in developing sustainable development strategy frameworks, including: government, private sector, organized labour, civil society organizations (CSOs), traditional authorities, scientific and technological community and professional bodies, and, external partners. However, overall, participation of citizenry in national development planning has generally been low.

For example, attempts to address social and poverty concerns under PAMSCAD in the ERP/SAP were limited in input, scope and impact partly due to the lack of public involvement in the design of the Programme. However, the participatory nature of economic policy formulation was enhanced towards the end of the adjustment

programme through increased consultation with the private sector and through the Structural Adjustment Participatory Review Initiative (SAPRI).

Both the 2003-2005 GPRS and the 2003-2012 CPESD built on, broadened and deepened the extent of involvement of the populace in development planning under the ERP/SAP and the Vision 2020. For example, the 2003-2005 GPRS took consultation a step further by preparing simplified versions of the strategy document for public consumption. However, the mode of participation suffered from a similar defect as in earlier processes.

The experience with Vision 2020 illustrates the situation of low public awareness of national development visions. The public was aware of it as a plan for achieving middle-income status by the year 2020. However, they did not know the contents of the Vision nor what it took to achieve it. Furthermore, since the National Development Planning Framework (NDPF) was not very much in the public domain, most people referred to the First Step as Vision 2020 (Vordzorgbe and Caiquo 2001). Similarly, the CPESD suffers from lack of national visibility, despite enhanced public consultation.

An opportunity to re-align and enhance the utility of participation for national planning has emerged in the National Economic Dialogue (NED) annual programme. The NED is being institutionalized as an annual national development participatory forum to provide voice for public involvement in economic policy making. However, the NED series have not been explicitly structured or positioned to address sustainable development in scope and depth due to their emphasis on economic policy issues.

Donor-led processes are also characterized by similar weaknesses of low public awareness and participation. For example, preparation of the 1999 Comprehensive Development Framework (CDF) was not as participatory as the Vision 2020 (Vordzorgbe and Caiquo 2000) or the 2003-2005 GPRS.

The Common Country Assessment (CCA) is a participatory process for reviewing and analyzing progress in national development goals and programmes and as foundation for programming and advocating development assistance under the UN system. The 1999-2000 CCA was a key analytical base of the UNDAF for Ghana 2001-2005. As in the case of the CDF, the 1999-2000 CCA did not receive adequate publicity as a development-planning document and was not commonly referred to outside the United Nations system. Consequently, it was not widely used in preparing the Second Step Policy Framework of Ghana Vision 2020 partly due to its low visibility and because its areas of thematic classification did not closely match those of the Second Step formulation (Vordzorgbe and Caiquo 2000).

The top-down mentality persists in development programming despite efforts at enhancing the participatory nature of strategy development. For example, the District Assemblies (DAs) were not involved in the formulation of policy frameworks for the Vision 2020, the CDF and the CCA. Other problems affecting participatory planning include inadequate financial and human resources, low visibility of planning in the public

eye, and low support for NDPC to enforce compliance with responsibilities of partner institutions necessary for effective planning.

Many other reasons account for the low stakeholders participation in and commitment to strategy processes. Participants have inadequate time to prepare for their participation in forums and workshops held to elicit their support. Often there is very little advance information, education and communication on the process, objectives, methodology and expected outcomes of participatory processes to all potential participants. Earlier analysis of development strategy processes concluded that the ministries, departments and agencies (MDAs) dominate the process of designing strategies (Vordzorgbe and Caiquo 2001). MDAs decide on the need to undertake the strategy formulation exercises, propose development objectives to be achieved, select stakeholders to participate, and choose the participation methodology and processes to be used. Also, the key approach to participation has been through 'brainstorming' which has limitations in ensuring total participation, in contrast to the nominal group technique which is more effective in eliciting response from all participants in a group session.

Effective partnering between the public, private and non-government sectors requires the ability of partners to adapt to changing circumstances. A positive general observation is that political administrations of Ghana have exhibited extreme adaptability: some have shown the tendency to modify the basic stance of their economic policies in response to development conditions. For example, the CPP administration started out with a free-economy approach but switched a socialist orientation whereas the PNDC started as a socialist-oriented administration but soon adopted market-driven economic policies.

#### 4.1.7 Capacity development for NSSD

National sustainable development strategies are not documents or plans; they are processes for development strategy design and implementing. Hence, effective NSDS focus on outcomes and means of implementation. Therefore, NSDS need to emphasize development of capacity and enabling environment, building on existing processes and strategies through monitoring, learning and continuous improvement. The weak capacity for planning in Ghana, particularly at the district level, has been widely recognized (Vordzorgbe 1998, Republic of Ghana 2004, NDPC and EPA 2004).

Weak capacity is both a cause and outcome of high external dependency. Development programme implementation in Ghana is characterized by a high level of dependency on donor funding for financing the cost of implementing the strategies. For example, 61 percent of total government capital expenditure was foreign financed during 1996-1999 (Vordzorgbe and Caiquo 2001). Recently, 71 percent of the financing needs for agriculture was expected from donors (Republic of Ghana 2002 B).

Despite the high dependency on external resources, effective utilization of external opportunities to develop the capability for development planning in Ghana has been limited. Weaknesses in the Ghana process for the WSSD illustrate deficiencies in utilizing international processes to adequately develop the capacity for national

development strategy management. For example, there were inadequate public consultations and little integration of civil society and government viewpoints and positions in a single national voice on key issues. There were no officially specified and instructed positions on WSSD issues for national team members to pursue during negotiations at preparatory meetings. Also, there has been little or ineffective follow-up to implement WSSD outcomes at the national level. Consequently, the WSSD has changed little in Ghana's development policy matrix or the institutional setting for development administration.

#### 4.1.8 Technical deficiencies of strategy processes

There are technical deficiencies in development strategies and plans related to several issues, including visioning, goal setting, technical and applied analysis, and, contradictory or inconsistent components of strategies.

##### 4.1.8.1 Visioning

There is a lack of a non-partisan and nationally-determined and recognized vision for long-term economic growth. Consequently, most NSDS in Ghana have not been driven by national consensus on long-term visions or development frameworks. This is because the concept of implementing development programmes within the framework of a long-term vision is relatively new: previous development planning efforts were basically medium term planning (Vordzorgbe and Caiquo 2001). Long-term frameworks are akin to umbrella processes that provide a broad vision of long term development goals, the big picture within which complementary strategies (such as GPRS) can be identified as tools towards achieving the broad picture of the vision of the framework.

In this respect, the ERP was not a strategic planning process in the real sense, as it was more of a policy response to solving structural economic problems, although policy decisions had to be taken strategically. It did not have a long-term development vision towards which the programmatic actions of macroeconomic stability, sectoral productivity and social development were geared. Indeed the emphasis was on laying the foundations for long-term growth, the parameters of which were later articulated in the Ghana Vision 2020 (Vordzorgbe and Caiquo 2001).

In contrast, the Ghana Vision 2020 provided a guiding and overarching reference point for the formulation and implementation of various development strategies and programmes during 1996-2000. However, implementation of the First Medium Term Plan (1996-2000) lagged while the core strategic underpinnings of the Vision were not integrated into the development psyche of the nation as the people were not generally familiar with what it would take to achieve the Vision (Vordzorgbe and Caiquo 2000). There were other areas of weaknesses of the Ghana Vision 2020. For example, there was no scenario analysis to form the basis for strategy formulation. In addition, external linkages were not analyzed. Also, the framework did not provide ways of dealing with constant change on the path to achieving the goals of the vision. Furthermore, long-term

policy objective priorities were not necessarily reflected in public resource allocation and incentive structures.

Despite these defects, the Vision 2020 was more of a strategic mechanism than most of the other national development strategies: it met more of the criteria for NSDS in Section 2 than other planning frameworks such as the CDF and UNDAF. The Vision framework defined the programmatic strategies required to achieve long-term goals, took the long-term view, and covered almost all the sectors needed to make a vision sustainable (including the economic, social, natural resource management, governance and gender). Also, it provided for strategic steps to achieve the vision (the First Step and the Second Step) and for periodic review. In addition, its preparation was participatory.

The 2003-2012 Coordinated Programme of Economic and Social Development (CPESD), like the Ghana Vision 2020, desires middle-income status for Ghana (about \$4,000 per capita income) as the long-term goal. But, there are significant differences in the approach to target definition, with consequent implications for strategy and implementation timeframes. For example, while the Ghana Vision 2020 directly sought to achieve a defined status of middle income (as at 1993-94) by a specific timeframe (by 2020), the Coordinated Programme seeks to develop a society capable of achieving middle-income status within an unspecified timeframe. However, the Coordinated Programme sets a milestone of a \$1000 per capita income with a benchmark of doubling current national income within a decade (Republic of Ghana 2002). Despite these differences, the CPESD suffers from other weaknesses of the Vision 2020, in addition to the issues of participation, public awareness and national commitment ownership mentioned earlier. For example, the CPESD did not indicate the phasing of the strategies under the Programme.

#### 4.1.8.2 Scenarios

A strategy for sustainable development needs to contain fall-back situations as part of the strategy content to address vulnerabilities to assure resilient and sustainable national livelihood. It is not enough to provide for reviews or implementation steps, as in the Ghana-Vision 2020, GPRS and the CPESD, as the main corrective or re-aligning feature. None of these major planning strategies provided alternatives or fall-backs based on scenario analysis. For a nation to develop an effective and sustainable strategy for development, it needs to apply the appropriate methodology for its visioning process. For example, the use of Goal Oriented Project Planning (GOPP) methodology does not directly address the issue of scenarios (forecasting) of the future (Vordzorgbe and Caiquo 2001).

#### 4.1.8.3 Analyses

The analyses underlying most NSDS are not as comprehensive and reliable as required, due partly to data deficiencies and inadequate analytical examination of key issues for planning and reviewing NSDS processes. Consequently, the empirical basis for sustainable development planning and strategy formulation is weak. There are several

examples. Rural development planning is not based on estimates of the supply response of agriculture and rural enterprises to policy changes and outcome indices. There are no quantitative estimates of the impact of environmental damage on economic growth. The level of trade-off between the various dimensions of development that make it sustainable has not been determined.

This situation reflects the general lack of quantitative assessment of sustainable development strategies. However, efforts have been made recently to enhance the assessment of sustainable development strategies, particularly through the application of SEA to the 2003-2000 GPRS.

#### 4.1.9 Implementation

People show confidence in and participate effectively in visioning for NSDS when nationally promoted or agreed positions and actions incorporated in government plans and development strategies and are fully implemented.

Development strategy implementation in Ghana is defective partly because the setting for NSDS design and implementation is characterized by strategy and policy inconsistency, mainly due to frequent changes in government. Thus, there is often incomplete and often aborted implementation of development plans: very few past development plans were fully implemented over their planned timeframes. For example, the first ten-year development plan was abridged into a five-year plan. Also, the Seven-Year Development Plan was not completed. Similarly, implementation of the 1969-1972 and 1975-1980 Plans were aborted due to abrupt changes in administration.

Another defect is that the sustainability of institutional support for development policy is impaired by the instability in institutional arrangements for oversight of public policy. A bane of development in Ghana has been short-termism in the structure, responsibilities and duration of public sector agencies with development and regulatory responsibilities. For example, there are frequent changes in institutional homes for key government portfolios and in ministerial appointments. These changes contribute to an inadequate and unpredictable enabling environment for development and institutional uncertainty, make visioning difficult, and, reduce the effectiveness of NSDS.

The constitutional requirement for new governments to present coordinated programmes of economic and social development to Parliament within two years of assuming office and the four-year term of government pose inherent difficulties for the design of true NSDS that encompass the inter-generational equity principle. Governments concerned with the four-year election cycle have found it difficult to focus on effective long-term strategies. Thus, a key challenge is how to fashion effective overarching NSDS in Ghana in the face of frequent democratic changes in government.

In general, the implementation of national development strategies and programmes has faced several difficulties (Vordzorgbe and Qaiquo 2001), including:

(a) low awareness of NSDS among the populace

- (b) inability of the NDPC to effectively coordinate sector planning by the MDAs
- (c) inadequate budgetary resources for development strategy work
- (d) poor linkages between the goals and targets of many MDAs to NSDS priorities and targets
- (e) inability of the District Assemblies to achieve their development goals and targets

#### 4.1.10 Country development framework coordination

The effectiveness of coordination is a key aspect of assessing the institutional context for the formulation of national strategies for sustainable development. All key strategic frameworks envisaged and promoted strong cross-sectoral linkages between government departments and institutions with different sectoral responsibilities. For example, the Vision 2020, CDF, CCA, GPRS and CPSED all utilized cross-sectoral planning or coordinating groups, and, identified lead and supporting implementing MDAs for each thematic areas covered in their frameworks. Correspondingly, there are several instances of cross-sectoral linkages among MDAs at the level of project design and implementation. Also, there are many inter-ministerial coordinating mechanisms, such as for the GPRS. Overall, however, intersectoral coordination in development programme implementation is generally weak.

There is no unique national steering mechanism for overseeing the preparation of the various sustainable development strategic frameworks: each adopted its own mechanism. The NDPC has oversight responsibilities for the preparation, coordination, implementation and monitoring of the medium-term plans and strategic plans prepared by the District Assemblies (DAs) and the MDAs. However, coordination between the NDPC and the MDAs regarding the preparation of sector strategic plans by the latter has been less than effective as the MDAs often prepared their plans with little input from, or notification to, NDPC of their intentions and arrangements. Consequently, development plans of various sectors are sometime are at variance with each other in some areas.

The Ministry of Environment and Science (MES) coordinates government actions in sustainable development within the framework of the United Nations Commission on Sustainable Development. Indeed, its establishment was an outcome of Ghana's active commitment to the Rio mandate. Thus, it was responsible, for example, for supervising national preparations for the WSSD and ensures Ghana's participation in the sustainable development agenda of the UN. Furthermore, its oversight responsibility for the EPA provides another mechanisms for fulfilling its sustainable development mandate. For example, the EPA collaborated with the NDPC in undertaking the SEA of the 2003-2005 GPRS. However, the MES lacks adequate human resource, skills and experience in technical issues of sustainable development strategy formulation and assessment to provide the required leadership in that area. This inadequacy is most felt in the coordination of inter-ministerial processes related to national development strategies. This is partly because the contours of cooperation and collaboration with NDPC in national sustainable development strategy preparation and monitoring are unclear and still evolving.

Effective collaboration in development programming between the institutions responsible for strategic initiatives and those for public finance is still evolving. Consequently, coordination of sustainable development strategy with the budget process is inadequate. Beginning from the Vision 2020, government has increased efforts to link priority themes and actions of NSDS with budgetary resource allocation. The 2003-2005 GPRS advanced this process but the dichotomy between strategic priorities and public finance allocation persists, partly because public finance programming develops a life of its own that is often unrelated to programmed strategy requirements. Ghana adopted the medium-term expenditure framework (MTEF) in 1999 but the system is yet to be effectively or significantly synchronized with NSDS targets.

However, significant progress has been made in aligning sustainable development priorities to resource allocation. For example, the government and development partners have agreed on areas and protected levels of spending essential for sustainable development through the MTEF and MDBS systems. Effective linkage between development priorities and budget means depends on the several factors, including: framework for linking progress in policy implementation with donor inflows and budgetary releases; timing of donor programme management processes (e.g. submission of funding requests to the Board of the World Bank and the IMF) and disbursements; linkage between policy actions and outcomes and impacts.

Another aspect of coordination is the relationship between strategic initiatives and international and cross-border issues and commitments. The Vision 2020 explicitly dealt with regional issues by including regional cooperation and integration as one of the thematic areas aimed at: (a) implementing ECOWAS priority programmes designed to accelerate regional integration, (b) establishing a Ghana-Nigeria fast-track mechanism to push the regional integration agenda forward, (c) improving national capacity to manage ECOWAS programmes more effectively (Republic of Ghana 1997). In contrast, both the 2003-2005 GPRS and the CPESD did not include any explicit medium term or long-term priorities in international issues but considerations of developments in the international arena clearly informed the direction and focus of key interventions under both strategies.

#### 4.1.11 Monitoring, review and learning

Perhaps the weakest link in the strategy process chain is the inadequate monitoring for learning that has characterized development strategy processes in the country. For example, monitoring the Vision 2020 and its implementation through the medium-term plans was not effective. The NDPC developed monitoring formats for information from ministries agencies and district assemblies but could not implement the system (Vordzorgbe 2000). Also, most of the indicators for monitoring the First Step framework were implementation steps or output variables keyed to the Action Plans and were unsuitable for tracking progress on achieving the main Vision 2020 goals and targets (Vordzorgbe and Caiquo 2001).

Presently, two sets of indicators have been developed. The first set derives from the 2003-2005 GPRS while the second reflects desirable status of sustainable development as

perceived by the National Committee for Sustainable Development (NCSA) based on the list of indicators suggested by the UNDESA. However, the NCSA indicators do not relate to implementation of a specific sustainable development policy initiative, but reflect the state of the economy and general, albeit country-tailored, issues of sustainability. Consequently, the constituency for the legitimacy of the NSDS indicators is less extensive than for GPRS indicators.

The framework for monitoring of the 2003-2005 GPRS has improved, compared to the ERP/SAP and the Ghana Vision 2020. For example, the GPRS indicators were derived through a consultative process and selected using a set of six criteria. The indicators are focused on the GPRS core targets, HIPC triggers, the MDGs and the implementation of the medium-term priorities. An institutional framework for monitoring has been established, as well as an information system and a budget. Annual implementation progress reports have been produced for 2002 and 2003 (Republic of Ghana 2003, 2004) and a Strategic Environmental Assessment (SEA) of the GPRS conducted (NDPC and EPA 2004).

Nonetheless, the monitoring of the GPRS faces significant challenges, generic to development monitoring in Ghana that could undermine its contribution to effective learning from experiences in the future. These include the lack of harmonization of data from different sources, problems with accuracy and timeliness, infrequent or irregular national surveys by the GSS due to resource constraints, and, the magnitude of the task in relation to available resources (Republic of Ghana 2004). Spatial information, particularly in maps, is lacking (NDPC and EPA 2004).

The MDGs review process has provided another mechanism for assessing progress towards sustainable development. In 2002, Ghana undertook a national assessment of progress and prospects for achievement of the MDGs. The review showed that Ghana is unlikely to achieve the maternal mortality goal by 2015, will probably meet the extreme poverty and under-five mortality goals, and, potentially meet all the other goals, except that of reversing malaria incidence for which lack of data prevented a prognosis. The MDG review process is not a formal national planning exercise but it allows review of national level development achievements and challenges and provides a link between national development strategies and international development targets.

## 4.2 Strengths and challenges of NSDS in Ghana

The process of institutionalizing NSDS mechanisms in Ghana has progressed with some achievements, strengths and weakness, some of which are outlined below.

### 4.2.1 Emerging strengths of the NSDS process in Ghana

There are several examples of positive experience in development administration that bode well for future of NSDS processes in Ghana, including the following:

- long history of and experience with planning in national development

- strong participation in international activities in NSDS by Ghana, including UNCED and the WSSD process
- growing familiarity with the subject of NSDS
- near institutionalization of participatory policy formulation
- establishment of a national committee on sustainable development with government and civil society participation
- experience with SEA of GPRS, as probably the first African country to do so
- combination of national planning function with economic policy and budget in single ministry
- efforts to align national policy to budget management, through MTEF, MDDBS, etc
- increasing cooperation among key government agencies: MES, NDPC, EPA
- growing efforts to monitor national policies, including development of NSSD indicators

#### 4.2.2 Key challenges to NSDS processes in Ghana

Based on the review of NSDS, the following summarize some key challenges that need to be addressed to broaden the scope and enhance the effectiveness of NSDS processes and mechanisms in Ghana:

- leadership for the process at the highest level (to help engender coherent vision or long-term development path, provide a voice for the processes, and monitor the process)
- applying the interdependency principle (essentially coordination with other strategies to ensure true integration of sustainable development pillars. A key challenge is reconciling growth benefits of economic policy and conservation imperatives of sustainable environmental management)
- applying the inter-generational equity principle (long-term strategizing)
- effective national-local linkages and coordination
- effective participation and ownership
- capacity for NSDS formulation, including technical content of process
- coordinating with financial resources
- policy and regulation instrument enforcement
- monitoring and learning from strategy processes

## **5. Framework for National Sustainable Development Strategies for Ghana**

NSDS comprise both process and thematic/sectoral dimensions. The process aspect involves the creation of a dynamic national procedure or method of generating NSDS while the latter finds expression in sectoral policies and programmes. Because both peoples' livelihoods and development occur at sectoral level with thematic objectives, the thematic or sectoral aspect of NSDS tends to dominate the discussion. However, the recent guidance from the United Nations (United Nations 2002) and donor agencies (OECD 2001) is geared to addressing this imbalance by stressing the process of stakeholder engagement in generating acceptable and efficient sustainable strategies. Hence, this section will comprise a presentation of outlines of thematic strategies for sustainable development, as well as a framework for coordinating strategy processes. The focus is less on the content of strategies than on the processes underlying them. Overall, the discussion in this Section contributes to institutionalizing NSDS processes in Ghana and complements the coverage of desirable NSSD characteristics in Section 2.

This Section provides a design framework to do the following:

- (a) guide the design of NSSD in terms of areas of thematic focus of strategic frameworks, broad objectives or desirable development directions to be pursued,
- (b) strengthen the strategic management of NSDS
- (c) improve the coherence of key development planning or strategy processes and frameworks

Ultimately, the Section will help make development strategies more sustainable by mainstreaming sustainable development principles in planning at all levels.

The presentation is in three parts. The first part comprises a presentation of thematic or sectoral areas of focus or policy objectives for sustainable development. It covers the content of NSDS and incorporates priority challenges for achieving sustainable development in Ghana collated from stakeholder consultations for the WSSD. The second part determines some major actions (steps and mechanisms) required to develop and manage strategy processes. The third part builds on the second by presenting a framework for enhancing coherence of strategy processes for integrated development, mainly through synchronization of the timeframes for various key strategies and improving consistency of strategy objectives.

The Section does not provide a comprehensive list of specific strategies or policies to be adopted nor a blueprint for designing NSDS. It provides some guidance to how to improve or to best make strategic and coordinated actions for sustainable development.

### **5.1 Thematic focus of sustainable development strategy processes/frameworks**

This report proposes eight principles of sustainable development that illustrate the broad thematic areas of focus or objectives of strategies for sustainable development applicable to Ghana. These grand objectives represent a set of human and societal values that NSDS

should aspire to. Progress towards achieving the objectives will ensure movement towards sustainability of development efforts in Ghana.

Given the broad scope of the subject, the presentation recommends principles for the objectives and some examples of the objectives, without being prescriptive. Nonetheless, the recommended thematic focus areas, policy directions and broad objectives presented in the Section are, to the extent possible, official government positions and best practices relevant to the Ghanaian situation. The reference points for national policies recommended or included are the 2003-2005 GPRS, the 2003-2010 CPESD, the review of implementation of Agenda 21 for the WSSD (Republic of Ghana 2002), statements of government sector or thematic strategies and policies, and public information on donor partners programmes.

The proposed key principles and broad objectives of sustainable development of Ghana are presented below:

1. Nurturing a conducive enabling milieu
2. Meeting basic needs and developing a better quality of life for present and future generations
3. Managing natural resources sustainably
4. Promoting safe development within a caring society
5. Targeting effective participation of stakeholders
6. Basing development on science and technology
7. Pursuing internationally responsive development

#### 5.1.1 Nurturing a conducive enabling milieu

The economic, political, social, cultural, institutional and spiritual conditions for meeting livelihood and other aspiration needs (policies, rules, resources, infrastructure, etc) determine the types, scope, focus and effectiveness of strategies to promote sustainable development goals.

##### 5.1.1.1 Economic environment

For development to be sustainable, it is necessary to create an open and supportive economic system that increases employment and income, enhances resource use efficiency, and, improves regulation. Within the context of the current paradigm of economic development, this requires adopting policies that converge economic and other imperatives through redirecting and strengthening market forces to realize environmental and social objectives.

Current orientation of national development policy in Ghana seeks to achieve sustainable development in the medium-term through a stabilized economic environment that provides incentives for private sector-led growth and employment and increased public investment in social services. This involves achieving macroeconomic stability that is consistent with both growth and poverty reduction. The medium-term economic

framework focuses on reforms in fiscal, monetary and international trade to achieve macroeconomic stability necessary for poverty reduction. In the long-term, the goal is to achieve middle-income country status as planned in the 2003-2012 CPSED.

Zonal consultations for the WSSD (Republic of Ghana 2002) elicited the following objectives of establishing and sustaining a sound, stable and competitive economic environment for accelerated growth and broad-based improvement in living standards:

- a) increased savings and investment
- b) real exchange rate stabilization
- c) low and relatively stable inflation
- d) real interest rates that ensure availability of desired credit flows for private investment
- e) rising, diversified and value-added exports based on strong and flexible underlying domestic competitive advantage
- f) sustainable debt levels

Good economic governance promotes poverty eradication, improved quality of life and social equity. In terms of economic governance, the following key priorities that already inform economic policy making in Ghana, need to be deepened as part of improving the economic framework for sustainable development:

- market efficiency
- transparent fiscal and monetary regimes, policies and practices
- revenue maximization
- control of wasteful expenditures
- prudent debt management
- sound financial management practices, including accounting and auditing

Achieving the above requires avoiding past economic development policy distortions, including the following:

- a) inordinate focus on macroeconomic management to the detriment of policies to address institutional and supply-side constraints to growth
- b) inadequate consideration of the structural rigidities in prescribing conventional demand management policies under the economic recovery programme
- c) public sector dominance of the economy; even when credit expanded, most of it went to the public sector; in addition, high public sector consumption has resulted in low national saving
- d) a situation of fiscal dominance whereby fiscal considerations determine monetary policy stance; there was a lack of complementarity between fiscal and monetary policies, mainly due to inability to institutionalize a culture of fiscal discipline; one result has been the reliance on seigniorage as a principal means of raising revenue
- e) inordinate focus on inflation management as the target of monetary policy as tight monetary policy may catalyze reduced inflation but at the cost of high interest rate and tight credit, further constraining private sector growth
- f) using exchange rate for inflation management, through interventions to shore up the value of the *cedi*, where international reserves position are weak and

- inadequate, resulting in artificially low exchange rates that act as disincentive to export and perpetuates aid dependence to fill the balance of payment financing gap
- g) weak efforts to add value to and diversify exports, and, to expand export markets
  - h) lack of long-term perspective in economic management, resulting in shortemism in development strategy implementation, with its attendant cycles of expenditure sprees after export windfalls followed by revenue problems.

Other aspects of a conducive economic environment for sustainable development include effective sectoral policies. The major real sectors of the economy are agriculture and industry. Consequently, the key to economic development of Ghana is industrialization of agriculture, as emphasized in the CPSED. Such an approach of agriculture-led development was proposed in Vordzorgbe (1987) and in Aryeetey, Harrigan and Nissanke (2000). Examples of actions to develop the two sectors in a sustainable and inter-related way from WSSD consultations (Republic of Ghana 2002) are presented in Annex B.

#### 5.1.1.2 Political environment

The economic climate and the political milieu have to complement each other for development to be sustainable. A key priority of the political framework is to provide a stable, peaceful and secure environment for national development. Ghana has enjoyed relative peace and security in the sub-region but to sustain and improve that situation, political structures and systems in the country need to promote enhanced governance and empowerment, as indicated by criteria and benchmarks such as the following:

- individual and group freedoms
- rule of law
- free, knowledgeable and objective press
- multi-party democratic governance
- free, fair and periodic elections, and, peaceful change of government
- development of national political capacity
- devolution and subsidiarity of state power and resources
- de-bureaucratization of state power/authority
- integration of traditional authority in civic administration
- conflict prevention, management and resolution
- facilitating economic stability and managing the associated political costs

Ensuring the rule of law depends on several factors, including: (a) adequate and facilitative legal framework, (b) compliance with and enforcement of laws and regulations, (c) equality for and of all, (d) ready access to justice, (e) following due process in political and economic governance, particularly transparency and accountability in decision-making, such as on policy, resource allocation, political appointments, audits and other aspects, (f) anti-corruption and integrity.

Multi-party democratic governance, free, fair and periodic elections, and, peaceful change of government are all critical elements of a supportive political environment for sustainable development. Effectively achieving them requires strong political capacity of the state and of non-state structures. Development of political capacity involves building and strengthening the ability of state structures to deliver their functions and for non-state interests to effectively be part of that process.

Aspects of national political capacity in Ghana include: (a) the Executive's management ability and direction, (b) autonomy and capacity building of the legislature to enable it perform its oversight role over the Executive, (c) capacities and independence of the Judiciary and other independent constitutional Commissions (the Electoral Commission, CHRAJ and National Commission for Civic Education), (d) political parties development, (e) civil society development.

Strengthening these capacities should improve: (a) political awareness, (b) public access to information on national development and issues, (c) political representation in democratic governance through the multi-party system, (d) citizen control of legislation, (e) responsiveness of governance structures to public concerns and interest, (f) actualization of rights and freedoms.

A free, knowledgeable and objective press is essential for realizing all the foregoing aspects of good governance as well as those relating to decentralization. Devolution and subsidiarity of state power and resources rest on effective decentralization. Sustainability requires decentralized development planning and programme implementation that is participatory and integrative to ensure active involvement of all segments of the population and service providers in defining development priorities and managing development programmes.

Interventions recommended to deepen, strengthen and accelerate decentralization in Ghana include the following:

- (a) institutionalizing participatory bottom-up planning,
- (b) promoting the effective performance of the specialized roles and function of the various structures of decentralized planning and administration,
- (c) accelerating and deepening fiscal decentralization,
- (d) promoting effective private sector and civil society in role in local development,
- (e) establishing the Local Government Service and completing the transfer of assets, authority and competence of the decentralized departments to the Assemblies and Regional Coordinating Committees.

It is also essential to resolve the basic conflict between constitutional provisions that mandate the establishment of public services (such as the Ghana Education Service) that invariably are subject to centralized oversight at the national level and the provisions of Act 462 that mandate the incorporation of decentralized departments in the Assemblies (Vordzorgbe 2000). Effective implementation of the local government service would significantly move the decentralization process forward in Ghana.

A key outcome of improving adherence to the rule of law is the de-bureaucratization of state power and authority. The great contradiction of political development in developing countries, such as Ghana, has been that while the scope of state power has expanded and the state has become pervasive and overgrown, its ability to harness national energies and resources for development has weakened and become more ineffectual. This is due to the increasing bureaucratization of state power and limited enhancement of its managerial capability and competence (Vordzorgbe 1992). An effective political framework should optimize the role and size of the state and minimize excessive politicization of the development process and bureaucratization of activities.

In addition, the political system should provide mechanisms for conflict prevention, management and resolution, including de-tribalizing political differences, essential for stability and peace. Also, a key challenge of both the political and economic frameworks is managing the political costs associated with economic growth. One way of achieving these challenges is by enhancing the effective integration of traditional authority in national development administration.

Integration of traditional authority in civic administration is essential in harnessing the full development potential of the country, institutionalizing true decentralized governance, and, promoting culturally-sensitive development. Traditional authority is enshrined in chieftancy. Chiefs, the traditional rulers of the land, are present at the grassroots. Hence, chieftancy has always been very important for ensuring sustainable development.

Traditional authorities promote their stake in ensuring sustainable development through several ways, including ensuring compliance with traditional practices and norms that have been codified into customary laws by the traditional councils, and, with civil laws on environment management and natural resource degradation at the local level. They also promote and support rural economic activity through chiefs' activism in mobilizing local and foreign resources for development, and help modify people's behaviour patterns towards sustainable natural resource management through mobilizing their subjects in related information, education and communication (IEC) activities (Vordzorgbe 2001 B).

Sustainability of development requires that traditional authorities strengthen these and other developmental roles they play. A nationwide series of stakeholder forums under the World Bank-Ministry of Food and Agriculture sponsored Rural Institutions Sector Study showed a common perception among chiefs that traditional authorities do not have the legislative power to enforce prohibitions of negative environmental acts in areas under their traditional jurisdiction (Vordzorgbe 1998 B). However, under the Chieftancy Act 1971, Sections 45 and 46, customary laws can be assimilated into common law and customary rules that become so assimilated into common law are known as common law rules of customary origin. This legislative function of the Houses of Chiefs provides traditional authorities the opportunity to evolve practices and bye-laws that positively impact sustainable development.

### 5.1.1.3 Social setting

The social environment for sustainable development comprises social values and how people live and address social exclusion and poverty within the social framework of laws, policies, regulations and institutions. Ensuring sustainable development for society requires meeting social goals and utilizing supportive social systems and frameworks.

A national survey revealed the following long-term visions and public values that are fairly representative of generally-held social aspirations in Ghana: (a) peace of mind, (b), unity, cohesion and conflict resolution, (c) progress, (d) freedom, (e) good health, (f) freedom from chronic hunger, (g) secure livelihoods, (h) social affiliation and processes, including group membership and social insurance (Korboe 1998).

These visions and values condition the perceptions of Ghanaians about social deprivation and poverty. In most communities in Ghana weak and insecure livelihood systems were considered the major cause of poverty and deprivation that, in turn, relates to (a) hunger or food insecurity, (b) low access to social services, (c) inability to meet social obligations, (d) feeling of insecurity, (e) powerlessness, (f) isolation (g) sense of hopelessness (Korboe 1998).

Socially responsible development depends on eliminating social exclusion and poverty, partly through the beneficial effects of a facilitative social setting. The social environment for development determines the scope, depth and effectiveness of development. Essential aspects of this environment that need to be enhanced in Ghana for sustainable development include:

- social services
- social justice or intra-generational equity: this depends on employment, income, spatial balance, social services, access to social capital, and similar factors
- inter-generational equity, including succession and inheritance tied to traditional social systems and formal system issues
- social behaviour patterns (such as minimizing and reducing deviant behaviour; eliminating negative outlooks, such as those regarding time, government resources and Afro-pessimism; engendering positive attitudes and patterns; eliminating all forms of discrimination, insensitivity and abuse)
- gender issues and early child development
- social support systems
- civic education for public awareness, good public behaviour, nationalism and patriotism.

### 5.1.1.4 Cultural base

Development perspectives, orientation, goals, processes, and outcomes are rooted in and conditioned by culture. Hence, culture is essential to humanize development and to make it sustainable. It is important to enhance the cultural base of social values and relations as a critical component of sustainable development. Development should not displace the cultural legacy and practices of the people. Maintaining, nurturing and evolving our

cultural heritage should not be seen as a tag-along: it is a key task of sustainable development strategies.

An aspect of our traditional African philosophies that is of critical importance to ensuring sustainable development and building resilience to disasters is how the African perceives and relates to nature. Our traditional cultural perception is that nature is not just, but is more than, a store of resources to be exploited sustainably. The lives of most Africans are not de-coupled from nature. Instead, the two are intricately linked and bound by close physical, biological, spiritual and cultural ties. This approach to the humanity-nature relationship implies that the African does not feel that society can control nature or be placed in an adversarial relation with nature. Africans do not take nature for granted, but instead adopt a flexible attitude to harnessing its bounty while anticipating its surprises through the underlying concept of dynamic symbiotic man-nature relationship (Vordzorgbe 2002). This orientation of inter-dependence between man and nature permits and promotes long-term adaptation and resilience in Africa (Vordzorgbe 2002). This perception bodes well for sustainable development and needs to be sustained.

Thus, it is only by attending to the cultural imperatives of development that the intrinsic tension between constancy and change, and, permanence and renewal within African socio-ecological systems can be resolved for the benefit of sustainable development. Cultural sustainability is about developing shared values, perceptions and attitudes embedded in the beliefs and expressions of the traditional life of people that are required to make development sustainable.

Using culture as a springboard for sustainable development in Ghana requires developing, maintaining and protecting the cultural identity of the nation and its people through several interventions, including the following:

- basing development on traditional values and philosophy through harnessing traditional experience and wisdom and developing African knowledge systems
- promoting positive or beneficial attitudes to time, work, saving, investment, property and wealth, knowledge, science and technology, authority and leadership, and government
- promoting positive socio-cultural practices and curtailment of negative practices of traditional authorities and cultural systems to facilitate accelerated rural development
- honouring heroes as an incentive for dedicated work and as role models
- nurturing positive values, such as of compassion, achievement, valour and nationalism
- developing the business of culture, such as through patenting the *kente* cloth, *adinkra* symbols and other traditional Ghanaian motifs, and, through heritage tourism
- protecting African spirituality and socio-cultural values.

#### 5.1.1.5 Spiritual base

This is linked to the socio-cultural dimensions of development but is an often ignored factor in development, because the links are neither empirical nor objective. The spiritual base of a community provides the anchor for its religious and cultural beliefs and

practices, which, in turn, determine its social conditions. The values of nationhood, development, discipline, morality and ethics are ultimately anchored in the spiritual base of a peoples. In Ghana, this base is rooted in religious beliefs and spiritual values. Promoting freedom of religious association as enshrined in the Constitution, strengthening of faith, awareness of the inter-connectedness of all humanity, and the notion of a living earth are essential to developing the spiritual base of sustainable development.

#### 5.1.1.6 Institutional framework

Broadly defined, the institutional framework includes the policies, laws, organizational structures, programmes and activities and resources required to plan, implement, review and learn from development. The institutional framework provides the vehicle for formulating and implementing development policies, setting the context and rules of stakeholder involvement in the development process, and, deciding resource allocation patterns. For development to be sustainable, the structure and systems for institutional oversight of public development policy, rules, and resources must be adequate.

Ghana is evolving the multi-stakeholder institutional base for sustainable development involving: state institutions, private sector institutions and behaviour (such as entrepreneurship), and, civil society institutions. Key public institutional structures need to be developed or strengthened for several functions, including: policy making and planning (such as NDPC, Town and country Planning and Ghana Statistical Service), regulation enforcement, legislation, justice administration and governance, public and social services, financial management, and, government assets management. Others that relate to private sector development include property rights management, quality standards, investment and trade promotion, and private-public partnerships.

Effective participatory governance and sustainable development requires vibrant civil society institutions with the capacity to pro-actively engage government constructively and participate meaningfully in the formulation, implementation and monitoring of public policy. This requires increased attention to the operational capacity, effective management, legitimacy, and, accountability of civil society organizations through enhancing public support, access to information and knowledge, and, partnerships.

#### 5.1.1.7 Integrated assessment

The process of development must endeavour to integrate all relevant themes/conditions by taking account of costs and benefits through integrated policy assessment methodology. This depends on comprehensive analysis of policies as the basis for sustainable development planning in Ghana. Often, analysis has been limited to conventional macroeconomic modeling, with little environmental, social and spatial considerations. However, the recent experience with applying the SEA to the GPRS shows the way and is a useful starting point to develop and institutionalize an integrated policy assessment methodology for Ghana. However, the SEA focuses on environmental considerations and does not allow policy makers to assess fully the economic, social and

environmental impacts of policies and programmes. The Integrated Policy Appraisal (IPA) and the Regulatory Impact Assessment (RIA) currently being institutionalized in the United Kingdom offer (DEFRA 2002) examples that could be adapted to Ghanaian circumstances. The recent assessment of development governance in Ghana under the Africa Peer Review Mechanism (APRM) of the New Partnership for Africa's Development (NEPAD) highlights key areas to be addressed to promote integrated development.

#### 5.1.1.8 Long-term perspective

An effective NSDS is forward-looking and adequately provides for progress monitoring. In general, several NSDS in Ghana did not cover long timeframes spanning generations. Possible exceptions are two recent NSDS (the Vision 2020 and the CPSED) that took the long-term view. However, the periods involved were not long enough to permit consideration of inter-generational perspectives. To facilitate the adoption of the long-term approach, it is essential to improve medium-term sequencing of long-term plans and phasing of plan components as part of enhancing the technical aspects of sustainable development programming in Ghana.

#### 5.1.2 Developing better quality of life

Sustainable development is about developing people today and tomorrow. The human resource base of the nation constitutes its greatest asset and potential for accelerated growth. There is the need to continue and expand programmes to develop the quality and responsiveness of the national human resource to underlie the national strategy for enhanced long-term growth. The ultimate goal of national development policies should be to achieve long, healthy and productive life for all Ghanaians with elimination of hard-core poverty and equitable access to an enlarged range of choices for employment, shelter and leisure. This will help ensure improvements in the health and life expectancy, reduction in poverty and deprivation, broad-based access to growth opportunities, and, equitable distribution of the benefits of development so that all Ghanaians can optimize their potential. Hence, the overall thrust of the NSDS should ensure that all Ghanaians are part of the development process and benefit from its gains.

Developing a better quality of life is a cross-cutting theme, with economic, social and institutional aspects. This discussion will focus on the economic aspect (employment) and the social aspects of human development.

##### 5.1.2.1 Employment

Employment issues constitute a major component of human resource development policy. Any human-centered development policy stance should rest on the expansion of productive employment opportunities and enhancement of the capacity of the labour force to meet national labour demand. These objectives can be achieved by ensuring overall economic growth and by promoting capacity-building programmes targeted at increasing the skills and competencies of the employed.

Employment is a means to an end. The long-term objectives of employment strategies should be to maximize employment opportunities in both public and private sectors of the economy, to ensure that the supply of labour meets the demand for labour as required for sustainable economic growth, and to promote an equitable distribution of income that allows the elimination of extremes of poverty.

To achieve these, it is imperative to accelerate interventions aimed at creating sustainable jobs, through support for self-employment generation. This depends on adopting effective measures to increase productivity, output and earnings in the sectors that employ the majority of Ghanaians: small holder agriculture, including artisanal fishing, and small and medium enterprises (SMEs). This is more fully presented Annex B.

Skill development should emphasize increasing training in management and business skills under enterprise development programmes, and, enhancing the productive skills of the labour force through activities aimed at expanding access to vocational and technical training. It is also essential to promote continuous employee in-service training, and, ensure increased private sector participation in the formulation of training policies.

#### 5.1.2.2 Education and training

The bedrock of successful human resource development is the attainment of minimum educational standards that will make the populace literate, economically productive and able to realize its potential in the increasingly competitive global environment. In pursuit of this, Ghana needs to make significant progress in the following:

- achieving universal basic education,
- improving the quality of education while increasing emphasis on science and technology, creativity and acquisition of basic vocational and technical skills,
- eradicating adult illiteracy,
- minimizing gender and rural-urban disparities in utilization of educational services,
- expanding access to and quality of secondary and tertiary education
- increasing private sector role in provision of education services
- ensuring that the output of the educational system matches national labour requirements.

To achieve the above, it is necessary to undertake several measures, including the following, to:

- improve and decentralize the implementation and management of the Free Compulsory Universal Basic Education (FCUBE) programme
- restructure or strengthen the junior secondary school system to enhance its quality and effectiveness
- consolidate a comprehensive policy on financing education, including fostering innovative means of cost sharing in education, expanding and strengthening the

Ghana Education Trust Fund (GETFUND) programme, and encouraging increased private sector and civil society participation in financing education

- expand the system of vocational and technical education and training, and, facilitate increased provision of these services by the private sector and civil society
- continue to increase access to university education by expanding facilities in the existing universities, facilitating the development of private universities, and, strengthening and expanding the programme of distance learning
- promote expansion of professional training opportunities in critical areas such as financial management, information technology and human resource development, and, establish a National Industrial Training Council to oversee programmes for training in all fields
- re-invigorate and re-orient the non-formal education programme.

Expanding education for sustainable development requires not only the improvement of the sector and practices but also strengthening its role as an agent of change for sustainable development. Consequently, it is essential to enhance the use of education to promote sustainable development and to integrate sustainable development into education systems at all levels. One way of using education for sustainable development is to enhance the science and technology base of education through expanding the teaching of science in basic schools, increasing the number and output of the polytechnics, increasing the ratio of science students to arts in the universities, and, promoting the expanded use of information and communication technologies at all levels of the educational system.

### 5.1.2.3 Health

Challenges in the health sector that must be addressed to ensure the development of a universally-accessible health care system that provides preventive and curative services and, in linkage with other sectors, promotes healthy lifestyles to assure good health for all, include the following:

- continuing to focus on addressing the principal problem of expanding access to health services by developing the health system infrastructure and support base, such as through rehabilitating existing health infrastructure and improving the numbers, skills, competencies and conditions of service of health staff
- expanding targeted interventions directed at traditional epidemics (such as cholera and cerebrospinal meningitis), emerging diseases (such as HIV/AIDS), and chronic non-communicable diseases (such as hypertension, diabetes and cancers). Regarding HIV/AIDS, it is essential to accelerate and expand the implementation of the national policy and programme
- accelerating the development of traditional medicine and integrating it in the formal health care delivery system
- expanding the supply of safe water in both rural and urban areas and ensuring that poor households have access to potable water supply
- supporting a multidimensional and coordinated approach to promoting nutritional well-being through various interventions that promote the consumption of nutritionally-balanced diets

- fostering healthy lifestyles through programmes such as educational and information campaigns on the benefits of active lifestyles and promoting mass participation in sports and exercise clubs
- improving financing of the sector, including through effectively implementing the national health insurance scheme, enhancing the coordination and management of donor financing for health, promoting increased private sector and civil society participation in the provision of health services, and, streamlining expenditures on fee exemptions (Ghana Health Service 2004)
- improving the institutional base for service development and delivery by making effective the Ghana Health Service, hospitals management and other regulatory entities, and, strengthening the management capacity of the public administrative system to deliver quality health services efficiently.

#### 5.1.2.4 Population

Population management is a key plank in the development of the human resource base of the economy. Effective management of the population is required to ensure that the nation can adequately cater for all its citizens and to prevent erosion of the gains being made on the journey to achieving a middle-income nation status. The key is to address the twin problems of high fertility and dependency rates. Approaches to achieving a balance between the population and national resources and output have included expanding use of contraception, reducing child mortality, expanding access of females to education, enhancing access by all population sub-groups to economic and social infrastructure, and, expanding employment opportunities. Specific population management programmes, aimed at improved fertility management, should include: increased awareness creation of the need for family and population planning, and improved reproductive health through information, education and communication activities and, intensive and widespread programmes on the prevention and control of sexually-transmitted diseases, such as HIV/AIDS.

#### 5.1.2.5 Gender and children issues

The draft National Gender and Children Policy aims at redressing imbalances originating in gender inequalities, developing an institutional framework for policy implementation, strengthening women's role in economic activities and control over resources and benefits, and, enhancing the survival, development and protection of children (Ministry of Women and Children Affairs 2004). Areas of strategic directions to achieve these objectives include: women and child-responsive development planning, public awareness of gender issues, research and advocacy, and, monitoring gender policy implementation. Other strategy and policy initiatives that need to be fully implemented to promote gender and children interests include the 2004-2014 National Programme of Action for Children (NPA) and the Seven-year Action Plan for Women 2003-2010.

### 5.1.3 Managing natural resources sustainably

The sustainable management of natural resources for sustenance, livelihoods, resource conservation, settlement planning, and other purposes in Ghana requires careful use of natural resources, effective protection of the environment, and, respecting environmental limits. This depends on applying the integrating principle in sustainable development.

Integration of economic, environmental and social aspects of development involves mainstreaming environmental management into national planning at all levels. A Strategic Environmental Assessment (SEA) of the 2003 GPRS indicated that the GPRS did not adequately treat the environment as a cross-cutting theme and that it is difficult to assess the environmental risks and opportunities involved in implementing the GPRS (EPA and NDPC 2004). This weakness in development planning reduces the ability of the nation to achieve and sustain its sustainable vision that depends on the ability to integrate development and environmental management priorities in a mutually reinforcing and synergistic manner. Therefore, there is the need to harness the natural resource endowments of rural and urban areas to support sustainable development in a manner that continuously improves and conserves the rural and urban environment. The strategic approach to achieving this should include interventions (Vordzorgbe 2004) to:

- establish an adequate and effective policy, legislative and institutional framework for planning, coordinating, monitoring and enforcing sustainable environmental management
- prevent or minimize environmental damage by ensuring that all economic and social activities and practices are in conformity with environmental conservation and enhancement principles
- reduce ecological and environmental degradation, partly by taking appropriate measures to protect critical ecosystems and to preserve biodiversity
- rehabilitate ecologically and environmentally devastated areas, including applying the principle of the polluter pays
- strengthen local initiatives to enforce environmental and conservation regulations, through creating community awareness of the relationship between the environment and development and the need for rational use of natural resources, and, by promoting partnerships between statutory agencies responsible for environmental management and other stakeholders
- promote and support research aimed at increasing understanding of the environment, its effect on human activities and sustainable management of the natural resource base
- amend the Local Government Act 462 to establish environmental protection as part of the statutory responsibilities of district assemblies (Vordzorgbe 2000).

The polluter pays principle and the precautionary principle of the Rio Declaration on Environment and Development have been explicitly adopted as part of the strategic framework for environmental management in Ghana. They have been operationalized through various regulations, such as those relating to pro-active environmental management of mining activities through the posting of environmental bonds by mining

companies, enforcement of compliance to environmental management laws, and, pre-emptive actions by the EPA in forestalling imminent environmental damage.

At the level of resource-linked interventions, the national report for the WSSD provided the following recommendations for ensuring sustainable management of forest, freshwater and other natural resources (Republic of Ghana 2002):

- a) Developing a national comprehensive land use plan and long-range water management plan.
- b) Implementing national land, forestry and other natural resource management laws and regulations.
- c) Empowering the EPA to prosecute offenders and create special courts to try offenders of environmental laws.
- d) Mounting and sustaining information, education and communication campaigns to promote sustainable natural resource use.
- e) Revising economic incentives that encourage profligate use of natural resources, such as indiscriminate and uncontrolled logging.
- f) Promoting successful and effective implementation of natural resource management projects.
- g) Improving the integration of environmental management in national planning at national, regional, district and local levels.
- h) Improving the institutional base for planning and managing natural resource use.
- i) Empowering chiefs to better enforce environmental laws, especially relating to bush fires, illegal logging and degradation of waterbodies.
- j) Promoting water harvesting techniques, improved irrigation, especially small-scale schemes, and other improved water management practices.
- k) Making full use of opportunities under multilateral environmental agreements to enhance natural resource management while meeting obligations under them.
- l) Developing and improving a national natural resource management information system to increase access to data and information for decision making.

#### 5.1.4 Promoting spatial balance

Achieving sustainable development depends on balanced development of the physical space of countries and effective development of the built environment. This, in turn, depends on efficient settlement management. In Ghana, the lack of integration between national development programmes and the settlement development process is the major cause of the underdevelopment of settlements (Vordzorgbe 2000). National economic planning does not consider the spatial implications of resource allocations while settlement planning does not integrate and reflect socio-economic programmes. Economic planning is conducted for the whole national territory but settlement planning is done for individual settlements. Institutional responsibilities for rural and urban planning are still unclear despite the establishment of the NDPC and existence of various settlement planning and regulation agencies.

Because of these defects, the distribution of population in relation to physical, social and economic resources is not based on an integrated hierarchy of settlements. A settlements hierarchical ordering has been developed but the institutional mechanisms for its implementation are lacking. Consequently, villages are orphaned in terms of the supply of services from small towns, towns are decaying from the lack of infrastructure and strong economic base, while there are weak or no linkages among settlements. Despite the concentration of economic resources in larger towns in settlement development, large urban centres have been subject to urban sprawl and obsolesce characterized by depressed low-income areas with massive unemployment and underemployment problems, poor housing in low income high density areas, and, uncoordinated development of sub-standard structures.

To redress some of these defects and to promote sustainable development, effective physical planning should integrate socio-economic and spatial planning and promote human settlement development. The objectives of settlement development should include the following:

- (a) ensuring planned and orderly development of all human settlements,
- (b) improving poor living conditions in key settlements partly through ensuring livability of settlements, enhanced environmental management and effective land use control and standards,
- (c) developing shelter as part of a comprehensive strategy of improving health, sanitation, environmental protection and land use,
- (d) ensuring the development of the requisite institutional base for the effective coordination of all aspects of development of human settlements, including the planning and provision of public initiatives and services (Vordzorgbe 2000).

Promoting efficient human settlement is key to promoting spatial balance. The WSSD national report included the following interventions on developing sustainable human settlements (Republic of Ghana 2002):

- a) Providing incentives to expand the private contribution to housing provision while ensuring more public input to promote adequate shelter for all.
- b) Correcting institutional defects that militate against the enforcement of laws and regulations to ensure adequate human settlement management by District Assemblies.
- c) Ensuring timely implementation of planned development schemes so that construction of housing units does not precede the provision of access roads and other basic infrastructure.
- d) Promoting sustainable and efficient energy and transport systems, including through adopting new technologies for hydroelectric power development, diversifying into LPG, biogas, solar energy and wind energy, expanding the road network, and providing incentives to encourage public mass transit system.
- e) Ensuring efficient human settlement planning and management in disaster prone areas, including through providing adequate drainage infrastructure and enforcing regulations and standards on developments in those areas.
- f) Promoting sustainable construction activities by reducing the over-dependence on the use of concrete, including through the use of alternative materials (e.g. bamboo and

- metals for scaffolding) and diversifying species of timber used for construction.
- g) Developing the human resource base for settlement development.
  - h) Integrating human settlement planning with economic planning.

#### 5.1.5 Promoting safe development within a caring society

Promoting safe development within a caring society entails securing livelihoods and addressing trade-offs and disadvantages (through poverty reduction programmes, safety-nets and similar welfare-enhancing interventions), and, reducing the risk of disasters induced by natural and related hazards.

Reducing vulnerability to natural hazards is an overlooked area of development planning in Ghana. Ghana may not be as hazard-prone as other African countries, but the country suffers from some natural hazards, mainly flood, drought, bushfire, infectious disease epidemics and pest infestation, while conflicts have continued to afflict the country (Vordzorgbe 2001 B). In addition, vulnerability factors expose people to disaster and other livelihood risks with the poor being more vulnerable to disasters. The main sources of vulnerability include poverty and development pressures (including low economic growth, rising population pressures and unplanned urbanization). Other factors include: fragile and degraded environments, epidemic diseases (especially malaria and HIV/AIDS), and governance issues.

These concerns are development challenges but they also configure disaster profiles. Disasters and development are related because the root causes of disasters are contained in present-day development processes (UNDP 2004). The underlying causes of poverty, unsustainable development and disasters are related and all originate from factors that cause or increase the vulnerability of people. Disasters can make development risky and unsustainable. Consequently, reducing the risk of disasters induced by natural and other hazards is a condition for sustainable development. However, development can cause or reduce disaster risks. When development fails, disaster reduction interventions also fail. In contrast, sustainable development strengthens the security of populations, thereby enhancing the effectiveness of disaster reduction interventions.

Ghana is yet to develop a comprehensive disaster risk reduction institutional framework. But, the Ghana Poverty Reduction Strategy (GPRS) has explicitly included disaster management, involving prevention, mitigation and response, as a focal area. However, the SEA concluded that this attention was not adequately hazard-specific (EPA and NDPC 2004). The following are key problems to be addressed in institutionalizing disaster risk reduction and management in Ghana: weak institutional base, low public awareness, low local capacity for disaster risk reduction, and, lack of knowledge of profile of disaster risks (Vordzorgbe 2004 B).

Developing a culture of disaster risk reduction requires: (a) explicit leadership and policy direction, (b) improving and re-orienting the human resource base of the disaster management structure, (c) enhancing knowledge and understanding of disaster risk reduction principles, (d) improving compliance with technical measures, such as land use

planning and development controls, and (e) emphasizing measures that reduce vulnerability in emergency response measures.

The first national workshop on disaster risk reduction for sustainable development in held in April 2004 adopted the following priority recommendations (NADMO 2004):

- 1) Reorient disaster management to the disaster risk reduction approach.
- 2) Increase knowledge and awareness of disaster risk reduction principles and practices
- 3) Review and strengthen the institutional framework for disaster risk reduction.
- 4) Promote integration of disaster risk reduction in development processes.
- 5) Strengthen the involvement and coordination of roles and responsibilities of MDAs and other stakeholders.
- 6) Increase generation and dissemination of risk data and information.
- 7) Develop education and training programmes in disaster reduction.
- 8) Enhance support for the development of the grassroots disaster volunteer groups.
- 9) Mainstream gender consideration in disaster risk reduction.
- 10) Establish an ISDR National Platform.
- 11) Develop an action programme for moving forward with the transformation of the disaster management system.

The full implementation of the Programme to Strengthen Disaster Risk Reduction in Ghana (Vordzorgbe 2004B), currently being developed by government and the UNDP, would contribute significantly to the sustainable development of the country.

#### 5.1.6 Targeting effective participation of stakeholders

Putting people at the centre of development requires innovative and flexible strategies, effective participation, and emphasis on local initiatives. As noted earlier, there has been considerable improvement in the involvement of various stakeholder groups in national strategy processes during the last decade, particularly during the process of preparing the 2003-2005 GPRS.

Nonetheless, the stakeholder involvement can be improved in several ways, including the following:

- making strategy documentation openly and freely available within the public domain
- minimizing the dominance of government agencies in national planning processes
- providing stakeholders adequate time to prepare for their participation through provision of timely, advance and adequate information, education and communication campaigns on the strategy process, objectives, methodology and expected outcomes to all potential participants
- promoting the right to information
- actualizing outcomes of multi-stakeholder processes to enhance their commitment and for participation to be effective
- adopting more effective methodologies for generating response from participants in consultative processes

- improving the contribution of the people's representatives in Parliament to national debates on sustainable development
- making the National Committee on Sustainable Development more active and enhancing its visibility and stature
- increasing the relevance of donor strategy programming frameworks (particularly those of the principal partners such as IMF, World Bank, the EU, and Japan) for national development planning. Measures to achieve this include: enhancing participation in their preparation, closer alignment of their thematic focus areas with national circumstances, and, increasing the availability of their analytical reports for use in national planning activities
- institutionalizing the NED as the principal forum for regular consultation and partnerships in strategy processes for national development. This would require, among others, expanding the scope of the dialogues to cover all issues of sustainable development, providing administrative support for the process, linking the process with development analysis resources, integrating NED's activities more closely with those of the NDPC, and, linking the NED to the MDDBS process
- enhancing national visibility of strategies, including through expanding the translation of strategies into local languages (as done with the 2003-2005 GPRS)
- moving participation beyond consultation to dialogue and active partnership in joint development of strategies and frameworks.

#### 5.1.7 Basing development on science and technology

Basing development on science and technology depends on: effective mainstreaming of scientific information and advice in policy decision making, support for sustainable development research, the general state of communication and education infrastructure and systems, and, dialogues with the scientific community and other stakeholders.

The national report on the implementation of Agenda 21 for the WSSD provided the following recommendations on harnessing science and technology for sustainable development in Ghana (Republic of Ghana 2002):

- a) Increasing financing for S&T and entrepreneurial development, including increased budget funds.
- b) Expanding S&T education and enhance its benefits, including improving the curricula of S&T training institutions to demystify technology and making technical and vocational training practical, relevant and self-employment oriented.
- c) Putting in a place a strategy to harness home-grown talents, including establishing S&T villages and centers to identify, harness and develop local skills, and, develop traditional S&T systems.
- d) Enhancing the adaptation of technologies existing on the international scene (similar to the Japan experience).
- e) Commercializing research results by S&T institutions.
- f) Promoting technology transfer through trade; for example, imports of products should lead to importing the technology for their maintenance and finally the technology to manufacture them.

- g) Improving research and user linkages by promoting demand-driven and problem solving research.
- h) Promoting private sector financed research, including providing incentives to companies promoting the development of S&T.
- i) Providing incentives for the development of appropriate technology by research and technology institutions.
- j) Improving the intellectual property framework to induce Ghanaian inventions.
- k) Promoting the increased use of information and communication technologies in all facets of national development.

#### 5.1.8 Pursuing internationally responsive development

Sustainable national development requires effective management of the external environment. This requires maintaining an advantageous balance between national interests and international imperatives and commitments. Pursuing internationally responsive development also depends on reducing donor dependency in national economic management, creating an open society, and, enhancing the international stature of the country, including through increased participation in regional and global activities. Given the natural resource-based, technologically driven and private sector led growth orientation of national long term development strategy, effectively managing international responsibilities, opportunities and risks will be crucial to achieving sustainable development in Ghana.

Interventions to enhance the international responsiveness of national development include the following:

- developing effective mechanisms for identifying, developing and protecting national interests abroad, including opportunities in the international arena
- accelerating alignment of national development governance systems, institutional arrangements and practices, including economic management, with applicable best international practice
- improving ratification and implementation of international conventions and agreements
- taking advantage of assistance provisions in international conventions (such as under the Global Environment Fund)
- enhancing advertisement of Ghana and its positive attributes in global media
- increasing the national voice at international forums

#### 5.2 Managing strategy processes

This sub-section will suggest approaches and tools that are applicable to undertaking NSDS processes in Ghana. Translating key strategic management factors of leadership, planning, implementation, monitoring, coordination and participation into operational actions is crucial for the effectiveness of NSDS processes. Section 2.4 presented an outline of the key steps in formulating, implementing, monitoring and learning from NSDS that can serve to operationalize the above strategic factors. This sub-section will identify key steps relevant to the Ghanaian context.

### 5.2.1 Analyzing current strategies

The analysis of current strategies can be improved through several interventions, including the following:

- strengthening the research and analysis capability of the NDPC and improving policy analysis in MDAs and district assemblies in tandem
- consolidating a national programme of policy analysis based on existing analytical initiatives
- strengthening Ghana Statistical Service to enhance provision and analysis of data and information
- fully implementing the GPRS monitoring system, including production of annual progress reports and completion of the Poverty and Social Impact Assessments (PSIAs)
- institutionalizing the SEA process and its extension to the district level
- expanding and making more effective participation in the NED as a forum for public input into evidence-based policy analysis.

### 5.2.2 Establishing a mandate for the strategy and the process

Establishing a legal basis for a national sustainable development strategy process in Ghana can proceed from existing constitutional mandates for: (a) preparing coordinated strategies for socio-economic development, (b) ensuring sustainable environmental and natural resource management, and, (c) ensuring public participation in all national deliberations. In addition, the NDPC legislation requires all district assemblies and enjoins MDAs to submit their plans to the NDPC for coordination. Meanwhile, the Ministry of Environment and Science (MES), by virtue of being the national United Nations focal point for sustainable development, is exercising the operational leadership in promoting NSDS. Thus, the national legal mandate for NSDS should empower the NDPC to manage a national NSDS process in conjunction with the MES and require MDAs and district assemblies to prepare sustainable development plans.

Regarding legislative oversight of sustainable development, the new Parliamentary Select Committee on the implementation of the GPRS could be linked to the Parliamentary Committee on environment and natural resource management to institute a legislative body on sustainable development affairs.

However, establishing a legal mandate will be ineffective without adequate commitment, voice and focus from national leadership on the process. A clear demonstration of this would be commitment to clear actions to enhance the sustainability of existing national frameworks (the 2003-2005 GPRS and the CPSED), including incorporation of considerations recommended in the SEA.

### 5.2.3 Identifying stakeholders and their relations

Stakeholders and their relations include stakeholder responsibilities and rights, and participation mechanisms. Effective stakeholder management involves institutionalizing participation and building trust as discussed earlier in Section 5.1.6.

This depends on minimizing exclusion in consultation. Key groups with interest in sustainable development, many of which have participated in consultation processes, include: executive government, the Council of State, the legislature, judiciary, private sector, labour, and NGOs. Others are political parties, traditional authorities, faith organizations, donors, professional groups, and think tanks. Other groups include: farmers, the military, universities and academia, local authorities, scientific and technological community, consumers association of Ghana, constitutional bodies (such as the National Commission on Civic Education, CHRAJ), and the press. Nonetheless, the dominance of government agencies in consultative processes continues. For example, 49 percent of participants in the 2004 NED were from the civil and public services of government, contrasted with 38 percent from the private sector, 7 percent from development partners, and 3 percent each from NGOs and parliament (Republic of Ghana 2004). The participation of several groups needs to be enhanced or expanded, including that of: women, youth, farmers, cooperatives and consumer associations.

### 5.2.4 Developing administrative support system for the process

The NDPC is the natural home for NSDS in Ghana and needs to be provided with adequate capacity and powers to manage the national process and to collaborate with other nodes for strategy making such as the MES and donors. Currently, NDPC establishes ad hoc structures for coordinating national strategy processes. Mechanisms for managing NSDS processes need to be formally institutionalized and integrated in the mandate, structure and functioning of the NDPC. This way, the NDPC can effectively coordinate inter-sectoral NSDS processes, including those initiated by the Ministry of Environment and Science (such as the national environmental management strategy) and the Ministry of Finance and Planning (such as the National Economic Dialogue).

### 5.2.5 Agreeing on rules governing the strategy process

The rules of the NSDS process include arrangements for prioritization, planning and decision-making, as well as how to identify trade-offs and how to manage them through negotiation and conflict management. Agreeing on the rules and procedures for each NSDS process depends on effective stakeholder participation in setting the agenda and time-table of the process, managing the process, and implementing strategy agreements.

### 5.2.6 Establishing regular debate, research and analysis of strategy issues

This is related to issues of participation, strategy assessment and communication discussed earlier. In addition to measures in these broad areas, improving discussion and analysis of key strategy issues depends on several other factors, including the following:

- developing an information system for NSDS processes
- enhancing the analytical capacities of MDAs and the legislature
- implementing agreed frameworks for economic, social, environmental strategic assessment, such as the SEA
- linking strategy analysis to monitoring, audits and learning
- institutionalizing an annual analytical programme of NDPC
- increasing collaboration between NDPC and academia and think tanks

#### 5.2.7 Establishing a change management mechanism

Needed changes are identified in the strategy process through strategy support mechanisms, such as Cross Sectoral Planning Groups and Syndicate Groups. These mechanisms provide advice on NSDS but their implementation is through Cabinet committees and similar structures within government. This is mainly because the mechanisms for managing development changes ensuing from NSDS have traditionally involved the MDAs. There is the need to institute multi-stakeholder change management teams to oversee the implementation of agreed NSDS positions and priorities as an integral part of NSDS processes.

#### 5.2.8 Establishing an implementation schedule of the strategy process

The implementation schedule of any process for NSDS should be integrated into present planning timeframes for key planning processes, such as the national budget, MDBS and the MTEF. Suggestions for enhancing this integration were discussed in Section 3.3.

#### 5.2.9 Establishing a communication and awareness raising mechanism

This has been weak in strategy processes in Ghana. Interventions to enhance communication and awareness of NSDS processes should include:

- improving the involvement of civil society and the press in planning strategy processes
- creating effective messages on the processes with mass appeal
- holding regular and more public discussions on strategy themes and processes in the media
- using local language versions of NSDS in public information and communication programmes with the media
- developing, maintaining and regularly updating websites for NSDS
- holding periodic on-line discussions on strategy issues
- use of major groups, such as faith groups and traditional authorities in disseminating NSDS

#### 5.2.10 Establishing a continuous monitoring and accountability mechanism

An effective monitoring and accountability mechanism should rest on: (a) tracking progress towards strategies (process monitoring), (b) understanding sustainable development trends (monitoring outcomes), (c) audits, and, (d) learning and adaptation.

Issues of monitoring will be discussed in Section 6. However, aspects relating to learning and accountability that need to be addressed for development strategy processes include:

- expanding public participation in strategy processes
- improving monitoring and evaluation documentation of NSDS
- integrating lessons learned in development study programmes of educational and professional institutions
- minimizing the bureaucracy of implementing development interventions to increase transparency in strategy management
- increasing the role and effectiveness of legislature in development policy issues
- improving the links between resources and strategy priorities
- expanding access to public information, including increasing dissemination of development information
- improving the audit process of key national MDAs and development partner interventions.

#### 5.2.11 Meeting financial requirements of the strategy process

Meeting the financial need of strategy processes depends on several factors, including the following:

- reaching agreement on full scope of strategy processes between stakeholders and strategy managers
- adequately determining financial and human resource needs of NSDS mechanisms
- ensuring closer link between strategy priorities and activities and national annual budgeting, MTEF and MDDBS processes
- enhancing national financial planning
- eliciting increased donor, private sector and other stakeholder support for national strategy processes.

### 5.3 Enhancing congruence of development processes in Ghana

A key weakness of NSDS in Ghana identified in Section 3 is the weak congruence of strategies across sectors, territories and generations. This results in inadequate integration of economic, social, environmental and institutional objectives.

#### 5.3.1 What is involved – the four Cs

Improving the congruence of development strategy frameworks and processes requires attention to the four Cs – coordination, complementarity, coherence, and, convergence.

- *Coordination* is required between several aspects of NSDS, such as between sector frameworks and processes, between different levels of government, and between strategies and budgets. For example, the strategy frameworks for agriculture should be coordinated with that of lands, forestry and environment. Effective

coordination should consider: tradeoffs between different sectors, themes and interests, temporal aspects (linking short term to the medium and long-terms), and, spatial aspects (linking local, national, regional and global imperatives).

- *Complementarity* is needed between different strategy frameworks through integration of the frameworks at highest levels of planning jurisdiction. Integration does not imply merging the various planning processes and frameworks, as merging all frameworks is not feasible; it implies that each process fits into the overall bigger picture at each stage. This requires strict adherence to the operative planning frameworks at various levels – the district plan at the local level, and, both the GPRS and the CSPED at the national level.
- *Coherence* is achieved by ensuring that strategy processes are technically sound, consistent and logical. Coherence is needed at several levels, including: (a) among the economic, social, environmental and institutional goals of strategies, (b) between sector objectives and overall sustainable development strategies, (c) among strategy objectives across sectors and territories, and, (d) between strategy priorities and allocated resources. Effective coordination ensures coherence.
- *Convergence* of various planning frameworks and processes towards the same purpose or outcome results from effective coordination and coherence. For example, economic stabilization goals under medium-term strategies (such as the GPRS) should promote long-term sustainable environmental and natural resource management.

In terms of the levels of development administration authority at which the various congruence factors operate at the country level, coordination would tend to take place at lower levels of administration (within units of MDAs and district level). In contrast, coherence and convergence of strategies is best ensured at higher levels of administration (by top MDA management and by regional and national administrations of MDAs).

It is not easy coordinating different NSDS processes or the various aspects listed above. Within the planning context in Ghana, practical ways of ensuring consistency between priorities of different sectors, plans and stakeholder interests include:

- use of overarching long-term development frameworks, such as the CPSED and Vision 2020, that provide the framework for other strategies
- mechanisms for inter-MDA coordination, such as the National Committee for Sustainable Development supported by the Ministry of Environment and Science
- effectively empowerment of NDPC to fully undertake its coordination function in national planning
- use of cross-sectoral thematic groups, such as for the GPRS and the NED
- expansion of the remit of the NED to include sustainable development themes, to become a National Development Dialogue (NDD)
- effective integration of cross-cutting issues in national plans, such as integrating environmental, spatial, gender and population considerations in the GPRS.

Regarding linking priorities to financial resources, approaches include:

- improving the MTEF process, particularly emphasizing spending audits and reviews

- incorporation of key sustainable development themes in MDA plans and budget requests
- increasing the share of budget resources for actual investment in sustainable development, in contrast to overheads expenditures
- greater alignment of donor funds to sustainable development priorities through the MDBS system.

Ultimately, the formulation and implementation of a comprehensive National Physical Development Plan that integrates economic, social, environmental and spatial considerations would provide the most effective tool for coordinating sustainable development planning in Ghana (Vordzorgbe 2000).

### 5.3.2 Strategy frameworks and processes to synchronize

Improving the coherence of strategy processes for sustainable development in Ghana requires improving the synchronization of both the frameworks and processes of the following categories of strategies:

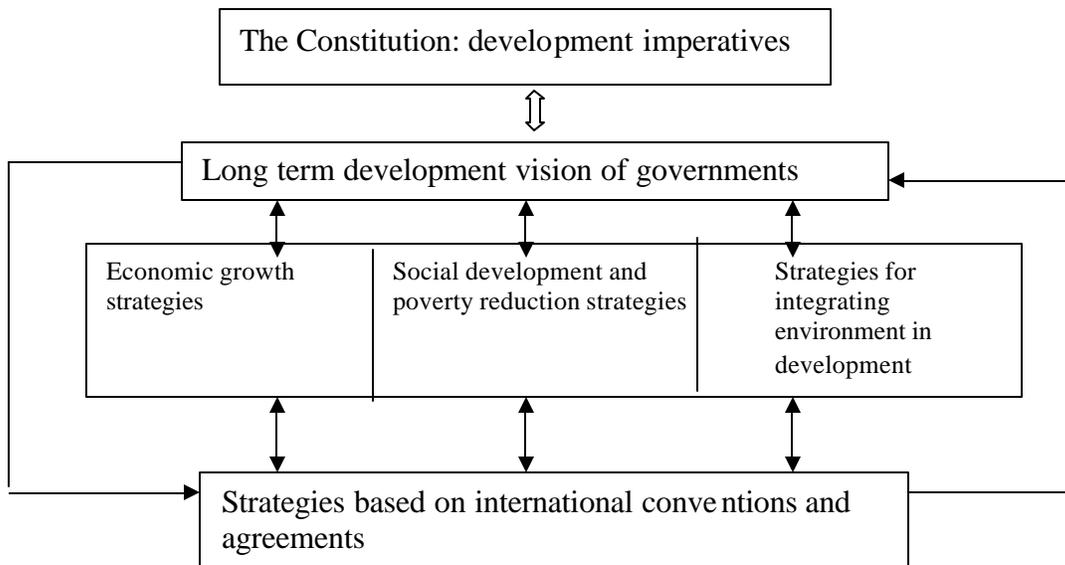
- Constitutional development imperatives
- Long term development vision
- Economic growth strategies
- Social development and poverty reduction strategies
- Strategies for integrating environmental management in development
- Strategies based on international conventions and agreements

Enhancing the coherence and congruence of the above types of frameworks and processes would result in improved NSDS management in Ghana because they adequately cover issues of: (a) legitimacy and ownership, including meeting constitution mandates, (b) long term aspects of inter-generational equity, and, (c) comprehensiveness in terms of addressing economic, social and environmental dimensions of sustainable development.

To improve the coordination of the above strategy classes, it is instructive to understand how they are linked. The above types of development strategy processes are linked as shown schematically in Figure 1.

Figure 1

Links between types of national development strategy processes



Coordinating the various categories of strategies currently in effect in Ghana requires pursuing coherence of the following major development management processes:

- ❑ medium-term planning strategies (GPRS, etc)
- ❑ World Bank country planning framework
- ❑ UN CCA and UNDAF process
- ❑ National public financial management processes (MTEF, MDDBS, budget, audits)
- ❑ National economic dialogue process
- ❑ SEA of GPRS
- ❑ MDGs review process

### 5.3.3 Factors to synchronize

The following are factors to consider in synchronizing the above key processes:

- major objective
- key activities
- timeframe/planning horizon
- timing/months of key activities in year of preparation/finalization
- key participants

Table 5 presents a draft of the current status of factors to be coordinated for each of the key strategy processes.

### 5.3.4 Synchronizing strategy processes and factors in Ghana

Effectively synchronizing the above strategy processes and factors should include the following actions:

#### 5.3.4.1 Identifying relative priorities in synchronizing key development processes and frameworks

Section 5.3.2 identified key strategy processes to synchronize to ensure better coherence of development frameworks. The IMF programme provides the performance assessment framework for macroeconomic policies for development but the timing of preparations and reviews were not factored into the proposed coordinating framework for NSDS in Ghana. It is important to strengthen the link between all the key frameworks, but it is necessary to determine relative priorities in synchronizing these frameworks. Based on present links between these key processes and the desirability of synchronizing them, it is possible to derive a ranking or matrix indicating the relative need to expedite the linkages between strategies.

A preliminary determination is shown in Table 6 utilizing a simple scoring system: for any pair of processes, a score of 1 indicates a low priority need for synchronizing the pair while a score of 3 indicates a high priority for synchronizing the pair.

This initial attempt to indicate linkage relationships is aimed at informing decision-making on how to rationalize the various development strategy and planning mechanisms currently operating in Ghana.

#### 5.3.4.2 Enhancing congruence of objectives of priority processes/strategies

The key development factors whose congruence would result in improved development management are development strategies and the financing of strategic frameworks. Thus, two sets of major strategy processes need to be better coordinated. The first set comprises the GPRS, World Bank CAS, and UNDAF, while the second set involves the GPRS, MTEF, and MDBS.

Table 5

## Matrix of strategy processes and factors of processes to be synchronized

Processes	Factors				
	Major objective	Key activities	Timeframe/planning horizon (periodicity)	Timing of key activities in the year of finalization	Key participants in NSDS process
Medium-term planning: GPRS	Medium term growth and poverty reduction	<ol style="list-style-type: none"> <li>1. conceptualization</li> <li>2. formal launch</li> <li>3. Core Teams orientation for a</li> <li>4. nationwide consultations of various types</li> <li>4. harmonization</li> <li>5. linking GPRS to budgets</li> <li>6. instruction of MDAs</li> <li>7. national comments</li> <li>8. policy hearings</li> <li>9. parliament retreat</li> <li>10. draft GPRS review and finalization</li> </ol>	3 years	keyed to planning timeframe	<ol style="list-style-type: none"> <li>1. MDAs</li> <li>2. community groups</li> <li>3. communications media</li> <li>4. labour movement</li> <li>5. professional bodies</li> <li>6. student unions</li> <li>7. women groups</li> <li>8. NGOs</li> <li>9. religious bodies</li> <li>10. local authorities</li> <li>11. employers</li> <li>12. research and think tanks</li> <li>13. legislature</li> <li>14. political parties</li> <li>15. development partners</li> </ol>
World Bank country planning framework (CAS)	Development through effective donor assistance	<ol style="list-style-type: none"> <li>1. sector note preparation</li> <li>2. process launch</li> <li>3. consultations</li> <li>4. CAS preparation Mission</li> </ol>	3 years	keyed to planning framework	<ol style="list-style-type: none"> <li>1. World Bank</li> <li>2. MDAs</li> <li>3. Civil society, etc</li> </ol>

Table 5 (Continued)

UNDAF process	Development through effective UN support	1. CCA preparation 2. CCA review 3. UNDAF thematic meetings 4. UNDAF preparation	5 years	Keyed to planning framework	1. UN 2. MDAs 3. consultants
Public financial management: MTEF	Enhancing financial resource management	1. MTEF Policy Review workshops 2. GPRS/MTEF cross sectoral meetings 3. MDAs policy hearings 4. MDAs budget hearings 5. MTEF draft 6. Draft MTEF approval	3 years	Keyed to GPRS, MDDBS and annual budget processes	1. MDAs 2. NDPC 3. IMF, World Bank, development partners
Public financial management: MDDBS	Increasing level and effectiveness of donor support for national development	1. Review framework determination (benchmarks & triggers) 2. IMF reviews 3. Performance Review analyses 4. government-development partner consultations	Annual	To be keyed to GPRS review & new budget cycle	1. Min. Finance/Plan. 2. MDDBS development partners (AFDB, Canada, Denmark, Germany, EU, Netherlands, Switzerland, UK, World Bank) 3. MDDBS observer development partners (USA, etc)

Table 5 (Continued)

Public financial management: Annual Budget	Improved financial management	<ol style="list-style-type: none"> <li>1. Budget policy setting</li> <li>2. Budget Guidelines</li> <li>3. MDA budget preparation</li> <li>4. Budget hearings</li> <li>5. Draft budget &amp; review</li> <li>6. Budget finalization</li> </ol>	Annual	<ol style="list-style-type: none"> <li>1. Budget hearings</li> <li>2. Budget preparation</li> <li>3. Budget submission to Parliament: January previously, October/November planned</li> </ol>	<ol style="list-style-type: none"> <li>1. MDAs</li> <li>2. Parliament</li> </ol>
National economic dialogue (NED)	Participation and feed back in national development policy	<ol style="list-style-type: none"> <li>1. planning activities</li> <li>2. syndicate groups formation</li> <li>3. thematic reports preparation</li> <li>4. national stakeholder forum</li> <li>5. NED report preparation</li> </ol>	Annual	May/June	<ol style="list-style-type: none"> <li>1. MDAs</li> <li>2. Major stakeholders (as for GPRS)</li> </ol>
SEA of GPRS	Improved mainstreaming of environment in development	<ol style="list-style-type: none"> <li>1. planning activities</li> <li>2. consultants management</li> <li>3. nationwide stakeholder consultations</li> <li>4. analyses</li> </ol>	1 year (ad hoc)	Keyed to timeframe	<ol style="list-style-type: none"> <li>1. MES</li> <li>2. EPA</li> <li>3. other MDAs</li> <li>4. local authorities</li> </ol>
MDGs review	Tracking progress and challenges in achieving MDGs	<ol style="list-style-type: none"> <li>1. planning activities</li> <li>2. consultants management</li> <li>3. analyses</li> <li>4. limited stakeholder presentation</li> </ol>	2 years (ad hoc)	Keyed to timeframe	<ol style="list-style-type: none"> <li>1. UN</li> <li>2. consultants</li> <li>3. select MDAs</li> <li>4. select civil society stakeholders</li> </ol>

Table 6

Indicative matrix of relative priorities in synchronization strategy processes

	GPRS	World Bank (CAS)	UNDAF/CCA	MTEF	MDBS	Annual budget	NED	SEA of GPRS	MDGs review
GPRS		3	3	3	3	3	3	3	3
World Bank (CAS)	3		3	3	3	1	3	1	3
UNDAF/CCA	3	3		3	3	1	3	2	3
MTEF	3	3	3		3	3	3	3	3
MDBS	3	3	3	3		3	3	1	1
Annual budget	3	1	1	3	3		3	1	1
NED	3	3	3	3	3	3		1	3
SEA of GPRS	3	1	2	3	1	1	1		3
MDGs review	3	3	3	3	1	1	3	3	

Note:

1 – low priority for synchronization

3 - high priority for synchronization

#### 5.3.4.3 Enhancing common uses of major activities or mechanisms of key strategy process and frameworks

The major activities of several of the key strategy processes overlap, as seen from Table 5. For example, the GPRS and CAS both utilize similar consultative mechanisms involving the same thematic groups. Hence, one way of improving congruence of strategy processes is to increase the use of common activities for several strategy processes. For example, it would be possible, and effective, to use GPRS consultative activities for the CAS and the UNDAF, if the timing of the three processes is synchronized. Similarly, the SEA and MDG review could be integrated with the former differing in the degree of emphasis and scope of coverage of environmental issues.

#### 5.3.4.4 Increasing the use of common coordinating or other functional mechanisms for different strategy processes

Another way of enhancing convergence of strategy processes is to employ one coordinating mechanism for related processes. For example, while the NDPC established coordinating structures for the GPRS, the Ministry of Finance and Planning established a separate coordinating mechanism for the NED. This apparent duplication results in a multiplicity of coordinating mechanisms. It should be possible to utilize the same institutional mechanism to manage both the GPRS and the NED. This would be made easier if the NED becomes the validating mechanisms for the GPRS.

#### 5.3.4.5 Synchronizing timing of key activities

An effective way of coordinating different strategy processes is to make them coincide temporally. However, since different processes have differing timelines, improving the temporal coincidence of strategies depends on coordinating or integrating objectives and processes of strategy frameworks of similar time duration, such as medium-term processes (GPRS, UNDAF, CAS and MTEF), as suggested in this Section.

Also, it is desirable to synchronize the timeframes for planning the annual activities of key processes, to the extent possible. It is difficult to determine a common starting point for planning key national strategy processes because each processes has its own timeline and also because planning is often a continuous process. However, it should be possible, for example, to use the submission date of the GPRS to the World Bank and IMF as benchmark dates to which major annual planning processes or activities such as the MTEF and MDDBS must be keyed.

In addition, it is necessary to sequence key activities of linked processes. Thus, within any year, a feasible sequence of strategy planning activities could be: MDDBS performance reviews, followed by the NED, then the setting of MTEF/budget policy, followed by the programming of MDDBS resources, and then the final annual budget hearings.

#### 5.3.4.6 Integrating information needs

Improving the efficiency of information utilization for monitoring NSDS depends on several factors, including the following:

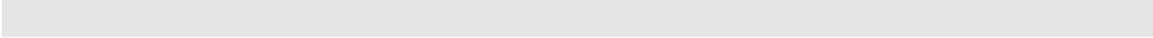
- aligning monitoring processes of key NSDS (GPRS monitoring, SEA, MDG review, NED)
- streamlining reporting requirements (types of analysis, types and formats of reports, who to report to, how frequently to report)
- utilizing common data/information sources in monitoring and reporting.

Issues of monitoring and review are discussed in more detail in Section 6.

#### 5.3.4.7 Improving coordination of development cooperation

Improving the effectiveness and efficiency of development cooperation is a vast subject whose full treatment is clearly beyond the scope of this report. Nonetheless, its importance for the formulation, implementation and monitoring of NSDS is so high that it is needs to be recognized in this Section, albeit perfunctorily.

Enhancing donor support for sustainable development involves improving the relevance and delivery of donor input, including linking districts and national requirements to donor input, as begun under the MDBS. Further improvements in intra-donor-coordination depend on enhancing the coordination of policy frameworks, areas and levels of assistance, delivery systems, and, performance reviews of different development partners.



## **6. Monitoring and learning from National Sustainable Development Strategies**

There are several initiatives to monitor the various strategy processes but their quality, scope and effectiveness varies. Consequently, a key challenge facing the formulation and implementation of NSDS in Ghana is how to effectively monitor and learn from the various processes underway. Several factors account for this challenge, including:

- (a) the nascent stage of institutionalizing the NSDS process which is partly due to limited knowledge and understanding of sustainable development by several development stakeholders,
- (b) inadequate use of monitoring in development management,
- (c) confusion and weak knowledge of monitoring terminology and practice,
- (d) weak data and information systems for monitoring,
- (e) weak coordination of several, often independent, monitoring processes undertaken by MDAs and development partners.

Section 4 partly reviewed monitoring of NSDS in Ghana while Section 5 presented various operational issues. This Section builds on those presentations and consolidates the discussion by reviewing some aspects of key monitoring systems for NSDS in Ghana. This review would enhance improvement of NSDS monitoring processes by helping to strengthen the technical basis of monitoring, thereby contributing to the development of a system for monitoring NSDS in Ghana that builds on current emerging efforts within the NDPC and some MDAs.

### 6.1 Objectives of monitoring

Government and other stakeholders determine their reasons for monitoring NSDS. In general, however, it is important that NSDS monitoring addresses the following objectives:

- tracking progress towards strategies and performance targets (process monitoring)
- understanding sustainable development trends (monitoring outcomes)
- enhancing convergence of strategy processes
- meeting international obligations
- contributing to learning, adaptation and accountability

### 6.2 Monitoring strategy/approach

The strategic approaches to achieving the above objectives include the following:

- basing monitoring on existing structures and mechanisms
- agreeing a common set of indicators for key strategy processes, including adapting international indicators to national circumstances
- making monitoring people-centered and not a mechanistic judgmental process
- adopting participatory approaches to monitoring

- situating monitoring within the relevant context of what is being monitored (contexting monitoring)
- ensuring that monitoring embodies shared learning and stresses common understanding
- ensuring that monitoring provides a basis for audits for accountability in the governance of sustainable development

### 6.3 Multiplicity of monitoring indicators of NSDS in Ghana

Each sustainable development process comes with its own set of indicators, resulting in a plethora of indicators responding to various imperatives. The main ones of interest in this discussion are the GPRS core indicators and those identified by the MES and recommended by the SEA (in the case of environment indicators).

Indicators of sustainable development selected by the Ministry of Environment and Science were based on a review of indicators proposed by the United Nations Commission on Sustainable Development that cover economic, social, environmental and institutional dimensions of sustainable development. These are presented in Annex C. The GPRS indicators are derived from the thematic areas of focus in the strategy: macro-economic stability, production and gainful employment, human resource development and basic services, and, governance, the vulnerable and the excluded. Core indicators of the GPRS are presented in Annex D while those proposed under the SEA are in Annex E.

For consistency or convergence, it is imperative to generate a common set of core indicators once a formal framework for a NSDS is agreed, as suggested in this report.

### 6.4 Deciding what to monitor

Monitoring involves tracking progress in achieving stated targets of variables being monitored. The variables commonly monitored are:

- Inputs: resources applied
- Process: mechanisms, steps, activities
- Outputs: changes in levels of target indicators
- Outcomes: effect, result, consequence, aftermath of availability of outputs
- Impacts: contribution to achieving the overall objective of sustainable development

These variables are not often differentiated because few monitoring exercises in Ghana developed comprehensive logical frameworks that linked variables to be monitored in logical hierarchies. The MES process recognized the utility of the Driver-State-Pressures-Impacts-Response (DSPIR) framework in analyzing and identifying a coherent set of indicators (Ministry of Environment and Science 2004) but the indicators proposed were not classified according to components of the framework. Thus, the application of the framework was limited and ineffective in helping to identify the major thematic issues underlying the indicators. This identification is necessary to assess the adequacy

of the proposed indicators since the indicators were not linked to any explicit NSDS. Rigorous application of the DSPIR framework would show how inputs, processes, outputs and impacts are linked for each major theme of sustainable development included in the implicit NSDS underlying the indicators.

Similarly, the GPRS monitoring system explicitly recognized the framework but did not apply it in classifying the core GPRS indicators contained in both its official GRPS document (Government of Ghana 2003) and the latest annual report (Republic of Ghana 2004). However, this was rectified in the report on the MES indicators (Ministry of Environment and Science 2004) and shown in Table 7 for the indicators for the Production and Gainful Employment major theme.

Table 7

Classification of Production and Gainful Employment Core Indicators of the GPRS using the Driver-State-Pressures-Impacts-Response (DSPIR) framework

1. Area of degraded lands and water bodies reclaimed through reforestation – *Outcome*
2. Rate of deforestation - *Outcome*
3. HA of degradable forest planted - *Outcome*
4. Number of small scale agro-processing firms - *Outcome*
5. Real per capita food crop growth rate - *Outcome*
6. Length of motorable feeder roads - *Output*
7. Number of functioning employment centres - *Output*
8. Number of Community Resource Management Areas established - *Output*
9. Lifeline pricing for electricity sector developed and implemented - *Input*
10. Feeder roads contract time lags - *Input*
11. Percentage of post harvest losses - *Outcome*
12. Tonnes of silo space established - *Input*
13. Extension officer-farmer ratio - *Outcome*
14. Area under fish farm - *Input*
15. Percent of arable land under irrigation - *Input*
16. Number of dugouts constructed - *Input*
17. Farmer access to: mechanized tillage, harvesters, processing equipment - *Output*
18. Number of current land cases concluded - *Output*

Source: Ministry of Environment and Science (2004) and author

The SEA process was also cognizant of the DSPIR approach and used it in proposing indicators to track changes in both the state and (enhanced) outcomes of variables, in contrast to the GPRS and MES sets of indicators.

## 6.5 Understanding monitoring system terms

A pervasive challenge facing monitoring in Ghana is the lack of clarity and understanding of monitoring nomenclature. The distinction between the following monitoring terms is often not clear:

- (a) the development concern to be monitored (e.g. land degradation)
- (b) the variables to be monitored (e.g. inputs to land degradation)
- (c) the indicators of the state of the variable that is of interest (e.g. farming on hilly forested lands, destruction of forest cover, etc)
- (d) the units for measuring changes in the states of the variable of interest, (e.g. for farming on hilly lands: percent of arable land cropped in hilly forested areas)
- (e) the current state and target state of the indicator (e.g. 10% currently, with a target of reducing it to 5% within a chosen timeframe).

In practice, the confusion is greatest concerning variables to be monitored (input variables, process variables, and others indicated in Section 6.4 above) and measures of the state of the variables (indicators). Consequently, statements of indicators are often muddled.

Because of this lack of clarity regarding variables and indicators and the non-application of the Driver-State-Pressures-Impacts-Response (DSPIR) framework, the technical specification of some of the indicators in the MES set was weak. For example, the MES set included 'land degradation' as an indicator but the status referred to causes or factors of land degradation because the indicators matrix did not specify units of measuring land degradation. Other indicators, such as reforestation/afforestation, and, managed forest ratio did not have measurement variables, status and targets. Also, there was incomplete specification of the variable in several instances, for example, 'hospital admission rate'.

As another example, the status and targets of indicators must relate to changes in the level of the indicators, but they often had misleading meanings in the MES indicators matrix. In the case of the environmental indicator 'Land Use Changes', the status at 1999 & 2000 was: "Unsustainable farming practices (slash and burn)" while the targets were: "Farming communities" (Ministry of Environment and Science 2004).

## 6.6 Technical knowledge of dimension of sustainability monitored

Often relevant indicators are excluded and those included mis-specified partly because of inadequate technical knowledge of the aspect of sustainable development of interest. Thus, the specification of indicators of economic variables in the MES set was less than optimal partly because of inadequate input from economists in the process. For example, the indicator 'Amount of new or additional funding for SD (%)' does not clearly define elements of expenditure that constitute funding for SD or what constitutes the denominator in the ratio. Again, the indicator 'Per capita GDP' did not specify whether it is in current prices or in real terms.

Also, several relevant variables relating to a sound, stable and competitive economic setting and aspects of good economic governance that promotes sustainable development were omitted. These include: savings, inflation, export performance, market efficiency, and, sound financial management practices.

#### 6.7 Internal consistency of indicators

Internal consistency of monitoring indicators requires that there are no contradictions or overlaps among monitoring variables or indicators. However, sometimes there are overlaps in indicators within monitoring systems, contributing to uncertainty as to which indicator is the valid representation of the variable being monitored. For example, the following two indicators in the MES (Ministry of Environment and Science 2004) set overlap: ‘Implementation of global agreements’ (environmental aspects), and, ‘implementation of SD agreements’ (institutional aspects).

Also there are overlaps between the three sets (GPRS, MES, SEA) of indicators but this need not be a drawback since each sustainable development process covers different aspects of development. Thus, social indicators in the MES set cover demographic and fertility aspects while the GPRS set does not because the former takes a broader view of development beyond poverty reduction. In general, the social indicators of the MES set are more extensive and detailed than those of the GPRS set.

Furthermore, the extent of overlaps differs, depending on the dimension of SD. Hence, it can be expected that the scope of overlaps between GPRS and MES indicators would be greater for the economic dimension than for environmental indicators because there is more information on economic development than on environmental aspects of development in Ghana. In reality, none of the economic indicators in the two sets overlap. Table 8 shows that the closest case of correspondence relates to GDP, but while the MES merely tracks annual average income (annual per capita GDP), the GPRS set monitors changes in average income (annual real per capita GDP growth rate).

#### 6.8 Linkage between indicators and strategy

The MES process developed indicators before formulating NSDS: hence, the application of the indicators to direct policy formulation appears limited. In contrast, the GPRS core indicators are directly used in informing national policies, budget resource generation and allocation, building a national participation and, reporting on various development performance objectives and targets (Republic of Ghana 2004).

#### 6.9 Feasibility of covering selected indicators

Monitoring systems in Ghana commonly feature very long lists of indicators. The GPRS set contained 60 indicators while the MES set comprised 135 indicators, as seen from Table 9.

Table 8

GPRS and MES indicators of the economic aspect of sustainable development in Ghana

Aspect of sustainable development	MES Indicators <sup>1</sup>	GPRS Core Indicators <sup>2</sup>
Economic aspects	<ul style="list-style-type: none"> <li>• Amount of new or additional funding for SD (%)</li> <li>• Capital goods imports (\$)</li> <li>• Foreign direct investment (\$)</li> <li>• External debt service as % of GDP</li> <li>• Domestic debt as % of GDP</li> <li>• Per capita GDP</li> <li>• Projected and programmed grants (\$)</li> <li>• Share of manufacturing in GDP (current prices)</li> </ul>	<ul style="list-style-type: none"> <li>• Real per capita GDP growth rate</li> <li>• Food price inflation</li> <li>• Growth of credit to agriculture</li> <li>• Timely disbursement of budgeted MDA allocation</li> <li>• Proportion of total resources going to key GPRS sectors</li> </ul>

<sup>1</sup>From (Ministry of Science and Environment 2004)

<sup>2</sup>From Table 1.4, page 26 (Republic of Ghana 2004)

Table 9

Number of indicators in the GPRS and MES sets

MES set of NSDS Indicators	GPRS Core Indicators
Economic aspects: 8	Macroeconomic stability: 6
Social aspects: 72	Production and gainful employment: 20
Environmental aspects: 42	Human resource development and basic services: 15
Institutional aspects: 13	Vulnerable and excluded: 9
	Governance: 10

Sources: Ministry of Environment and Science (2004), Republic of Ghana (2004)

Some of the indicators in the MES list did not appear necessary at this stage of the country's development. For example, the MES report acknowledged that land contamination by hazardous waste was not a problem at present, nonetheless, it was included as an indicator.

The feasibility of adequately covering indicators is further weakened by the gaps in data availability and inadequate internal capacity within MDAs to track indicators. This problem is compounded by the fact that several indicators (such as the degree of involvement of major groups, and, the level of contribution of NGOs to sustainable development) are inherently extremely difficult to track and assess.

#### 6.10 Emphasis on environmental aspects in NSDS indicators

Conventionally, achieving sustainable development is often interpreted as integrating environmental considerations in development. Hence, monitoring of the environmental aspects is an important part of NSDS monitoring. The GPRS indicators reflect the 5 thematic focus areas of the GPRS but their utility in effectively tracking environmental issues is limited, although 13 of the core indicators touch issues of relevance to the environment. To rectify this defect, the SEA proposed a more focused but expanded set of indicators (Annex E) solely for monitoring environmental aspects of sustainable development that track three concerns: (a) poverty issues of relevance to the environment, (b) the current state of environmental issues, and, (c) the current state of the environmental resources that support livelihoods of the poor (NDPC and EPA 2004).

Both the SEA and MES sets of indicators contain contrasts and similarities. For example, the SEA set of indicators of the environment dimension of sustainable development directly attempted to track the extent of erosion. However, it only focused on urban erosion and proposed 'km of drains constructed' as the indicator of enhanced outcomes. The MES set did not include an indicator for soil erosion. Similarly, the indicators proposed under the SEA included direct measurements of land degraded and land prone to coastal erosion. In contrast, the MES indicators proposed to measure land prone to desertification, affected by salinization and water logging, and, contaminated by hazardous waste.

As another example, the MES indicators measure emissions of GHGs, nitrogen dioxide and sulphur oxides well as expenditure on air pollution abatement while the SEA set only covered indoor pollution from wood fuel use. Regarding environmental sanitation, the MES proposed only to monitor radioactive waste while the SEA tracks waste in general.

#### 6.11 Exclusion of indicators for disasters

The sets of monitoring indicators under the GPRS, MES and SEA processes include indicators touching on aspects of environmental hazards and various factors of vulnerability. However, despite the stress on environmental indicators in the MES set of indicators and the explicit inclusion of disaster management in the GPRS, none of the three key sets of indicators included explicit indicators for disasters. The gap also partly reflect the low state of knowledge and practice of disaster risk management (DRM) in Ghana (Vordzorgbe 2004 B).

To effectively monitor disasters and disaster reduction, it would be necessary to cover issues relating to governance and institutional frameworks, risk assessment, knowledge management, risk management applications, and, emergency response management.

A suggested list of issues or variables to monitor to track disasters and disaster risk management is provided in Box 1.

#### 6.12 How to monitor (means of verification)

Means of verification in monitoring provides the documentary evidence of movement in the units for measuring changes in the states of the indicator that is of interest. Often the means of verification is not systematic. This happens partly because development information is scattered among several institutions, programmes and stakeholders. Consequently, it becomes necessary to contact disparate sources when searching for information to use in monitoring development issues of interest.

The Annual Progress Reports of the GPRS produced by the NDPC should be the starting point for an NSDS monitoring process. Reports of the Ghana Statistical Service (GSS) include the National Population Census, the Ghana Living Standards Survey (GLSS), National Core Welfare Monitoring Survey using the Core Welfare Indicator Questionnaire (CWIQ), the Health and Demographic Survey, and specialized reports on thematic issues. MDAs produce annual and other reports, including documents on programme and project design, implementation and monitoring, that contain information useful for monitoring sustainable development. However, their scope, focus, consistency and accuracy need to be improved.

Universities, research institutions and think tanks produce specialized reports, often based on surveys, that provide very useful information on aspects of sustainable development. However, they have been dominated by the coverage of the economic theme. Examples include the survey of economic developments by the Institute of Statistical, Social and Economic Research (ISSER) and the state of the economy reports by the Center for Policy Analysis (CEPA).

NGO reports may be less applicable for national level monitoring since many of them operate at the local level. However, their reports are useful in providing in-depth coverage of issues useful for sectoral and local-level process and impact monitoring. Donor reports also offer another source of verification information on monitoring indicators. However, all donor reports rely on data available from the national statistical system.

MDAs and donors also commission special monitoring studies that offer in-depth data and analysis of topical issues in sustainable development. An example is the Poverty and Social Impact Analysis Studies (PSIAS) of the NDPC that are aimed at assessing the impacts of the following selected policies on the poor: (a) electricity tariffs as part of

Box 1 Recommended list of issues or variables of disaster risk reduction to be monitored

- A. *Governance framework for disaster risk management (policy and commitment)*
1. Institutional framework for risk reduction – policy, legislation, organizational developments
  2. Decentralized and local governance and action in DRM
  3. Resources for DRM
  4. Monitoring, review and learning
- B. *Risk awareness and assessment*
1. Understanding risk and DRM
  2. Trends in major hazards and vulnerabilities
  3. Risk assessment
  4. Risk forecasting and early warning
  5. Impact assessment
- C. *Development of knowledge and information sharing (building understanding)*
1. Information management
  2. Networking and partnerships, including civil society voice in DRM
  3. Education and training
  4. Research
  5. Public awareness
- D. *Risk management applications (reducing underlying risk)*
1. Socio-economic development policies
  2. Land use planning
  3. Soil conservation and hazard-resistant agriculture
  4. Environmental management
  5. Safer construction
  6. Health and DRM
  7. Livelihoods approach and safety nets
  8. Financial instruments
  9. Business and private sector adoption of and investment in DRM
  10. Gender issues and DRM
  11. Sustainable; disaster recovery and reconstruction
  12. Regional and international aspects
- E. *Preparedness and effective response*
1. Strengthening preparedness measures in emergency management (including early warning and contingency planning)
  2. From relief to development: orienting emergency response management towards disaster risk reduction (disaster response and response preparedness mechanisms in the context of disaster risk reduction)
  3. Financing disaster response

Source: Adapted by the author from UN/ISDR (2004) and other sources.

energy sector reforms, (b) petroleum pricing policy, (c) tackling vulnerability and exclusion, (d) economic transformation of the agricultural sector, (e) enhancing capacity for pro-poor decentralization (Republic of Ghana 2004). The reports of these studies would constitute useful means of verifying NSDS monitoring indicators.

It is critical to identify or develop a core set of documentation and data sources that can be used to monitor NSDS. The GSS is reorganizing its documentation of development data and information that should enhance its primacy in data generation and contribute significantly to centralizing the main sources of information for monitoring verification.

### 6.13 Institutional arrangements for monitoring

The effectiveness and efficiency of any monitoring system depends on the strength and capacity of the public and private institutions that provide the data, analysis, reporting and management of the system. It is best to utilize a unitary or coordinated institutional system for monitoring NSDS which builds on similar efforts within the national territory.

A very relevant initiative is the GPRS monitoring system being developed under the leadership of the NDPC (Government of Ghana 2003). Its core would be the GPRS Monitoring and Evaluation Technical Committee to be located within the Monitoring and Evaluation Division in the NDPC. The Committee would implement the NSDS monitoring system, utilizing GSS data mainly, as a line responsibility of the NDPC under the supervision of the ministry responsible for planning. Research and similar institutions would analyze the data and undertake special assessments while civil society would independently assess progress. National Inter-Agency Poverty Monitoring Groups (NIPMGs) would assess progress in thematic areas and provide feedback on performance by reporting directly to the Committee. Both the Committee and NIPMGs would have multi-stakeholder participation. Regional Planning Coordinating Units would coordinate the GPRS monitoring plan at the regional level while District Poverty Monitoring Groups (DPMGs) do so in the districts.

The GPRS monitoring system should provide the framework and the basis for monitoring NSDS: it should be the central monitoring mechanism for national development policies and strategies. This system can be adapted as suggested below for NSDS monitoring as suggested in Box 2.

### 6.14 Learning from monitoring

The experience gained from monitoring should inform the management of and planning for NSDS through effective learning from experience. Continuous learning involves: documentation, analyzing, dissemination, application and feedback. Box 3 proposes some essential steps in promoting learning from NSDS monitoring in Ghana.

Box 2: Suggested institutional framework for monitoring NSDS in Ghana

- *government commitment and ultimate policy user*: Office of the President
- *coordination and day-to-day implementation*: NDPC M&E Division
- *MDA responsibility for facilitating the NSDS monitoring system*: Ministry of Environment and Science (particularly for reporting to the United Nations)
- *policy legislation*: the new parliamentary committee on poverty complementing relevant parliamentary committees, such as those on the environment, and, on mining.
- *data generation and collation*: GSS and MDAs together with donors, research institutions and NGOs, as appropriate
- *thematic analysis*: by the National Sustainable Development Committee (NSDC) facilitated by the Ministry of Environment and Science (MES), with input by NIPMGs, and linked to the MDGs assessment process
- *regional, district and local coordination of NSDS monitoring*: Regional Planning Coordination Units and District
- *feedback*: NSDC, NIPMGs, a broadened National Economic Dialogue, civil society

### Box:3 Steps in promoting learning from NSDS monitoring

- *designing and implementing pro-learning monitoring of NSDS*: through strengthening monitoring processes in general, re-orienting monitoring towards strategic, performance-based, systems-oriented, participatory, forward-looking and problem-solving monitoring approaches and practices
- *translating monitoring results to lessons learned* : by generating lessons of the proper form and content. For effective learning, development information should be understandable, consistent and properly contextualized.
- *depository for documents*: the successful and timely development of the proposed NDPC Documentation Centre would contribute significantly to enhancing monitoring and learning by facilitating the creation of a knowledge base that compiles experience in sustainable development.
- *disseminating monitoring results and lessons*: this is one of the weakest areas in knowledge management of NSDS and needs to be significantly improved to place NSDS monitoring outcomes and lessons within the public domain. Effective dissemination processes: (a) use multiple credible information resources, (b) tailor information to the needs of each group, (c) use multiple media and the type appropriate to the target audience, (d) make access to information easy, (e) use incremental, interactive and experiential approaches, (f) have a long-term focus.
- *knowledge networking*: through creation of a knowledge platform underpinned by both traditional and electronic information sharing mechanisms, such as a list-serve, websites and the planned GPRS M&E *PlanInfo* software. Effective networking involves connecting people to ideas and linking people to people to access development information. An expanded National Economic Dialogue that covers broad issues of sustainable development would provide an appropriate platform for knowledge networking
- *feeding back to policy and monitoring from lessons*: a systematic and formal process for channeling useful lessons from monitoring directly to policy users through development of the proposed institutional framework for NSDS monitoring suggested in this Section
- *innovation and testing of new ideas*: through action research involving learning by doing

## **7. Action Plan for National Sustainable Development Strategies**

The preparation of an action plan for NSDS forms part of the strategy formulation process. Hence, since official government authorization for preparation of NSDS is yet to come, it is difficult to specify a concrete Action Plan for NSDS ex ante. However, Section 5.2 detailed processes involved in managing NSDS processes in Ghana that provides the basis for suggesting an Action Plan for preparing NSDS in Ghana.

Consequently, the proposed Action Plan will focus more on process actions than policy actions and outcomes because the latter are more difficult to anticipate and prescribe by a sole author for political administrations. In contrast, process actions emanating from the recommendations for enhancing coherence in national planning and policy processes can be more easily programmed. Also, timeframes with specific start and end dates cannot be prescribed in this report, although the optimal sequence of actions will be included. Also, some NSDS preparatory activities (such as creating awareness of sustainable strategies, integrating sustainability into sectoral strategies, or, monitoring and reviewing strategies) are continuous or long-term actions with indeterminate endpoints. Consequently, the Action Plan consists of: what to do, the sequence, who does it, and, suggested timeframes based on the author's perception of desirable timelines for finalizing the preparation of the NSDS.

The proposed Action Plan in Table 10 is highly indicative and is meant to provide a basis for debate and future agreement on a substantive Plan. Since several of the essential elements for NSDS are in place or being developed, the finalization of an Action Plan should be expeditious.

Table 10

## Proposed Action Plan for National Sustainable Development Strategies

Activity/process	Timeline	Key responsibility
Developing shared understanding of NSDS (research, communication, education, awareness creation)	start Year 1 – continuous process	NDPC, research institutions and think tanks; MDAs; the public
Securing government commitment Establishing a mandate	Completed Year 1	MES, NDPC
Deciding type of NSDS to pursue (broad umbrella strategy, sectoral strategies, etc)	Completed Year 1	NDPC, MDAs
Developing institutional structures, mechanisms and responsibilities for coordinating and managing NSDS at national and local levels	Identification in year 1; Improving their capacities – continuous	NDPC, MDAs, local authorities; the public
Development of guidelines and handbooks on NSDS, including validation	year 1-2	NDPC, MDAs, the public
Mainstreaming sustainability in sector and cross-sectoral strategies, policies and programmes	Year 1- 3 as key phase, continuous	NDPC, MDAs, development partners, the public
Improving the coordination, complementarity, coherence, and, convergence of sustainable development strategies	GPRS, NED, MTEF and MDDBS – 2 years; CPESD, CAS, UNDAF – start Year 1, continuous	NDPC, MDAs, development partners
Integrating monitoring of key processes (GPRS M&E process, SEA, NED, MDGs, CSD national indicators developed by MES)	1 year	NDPC, MDAs
Financing NSDS, including identifying needs	Year 1-2	MDAs, development partners, NDPC

Note: the public refers to all other stakeholders other than MDAs and development partners.

## Annex A

### Key strategies for sustainable development in Ghana: from the colonial era to date

1. Constitutional development imperatives
  - 1969, 1979 and 1992 constitutions
2. Politically-originated strategies
  - CPP
  - PP/NPP
  - NDC
3. Long term development vision
  - The 1994 Vision 2020 (1995-2020)
  - The 2002 Coordinated Programme of Economic and Social Development (2003-2013)
4. Economic growth strategies/frameworks
  - the Guggisberg Plan 1919
  - the First Ten Year Development Plan (which was condensed into a Five-year Plan 1951-1956)
  - the Consolidation Development Plan 1957-1959
  - the Second Development Plan 1959-1964
  - the 1963/64-1969/70 The Seven-Year Plan for National Reconstruction and Development 1963/64-1969/70 (popularly known as the Seven-Year Development Plan)
  - the Two-Year Development Plan 1968-69-1969/70
  - the One-Year Development Plan July 1970-June 1971
  - the Five Year Development Plan 1975/76-1979/80
  - the Economic Recovery Program (ERP)/Structural Adjustment Programme (SAP):
    - ERP I (1983-1986)
    - ERP II/SAP (1987-1989)
  - the 1999 World Bank Comprehensive Development Framework Towards Ghana Vision 2020 (CDF)
  - the World Bank Country Assistance Strategy 2000-2003, 2004-2007
  - the 2000 United Nations Development Assistance Framework (UNDAF) Ghana 2001-2005 and related the Common Country Assessments (1997, 1999, 2004)
  - the 2002 Millennium Development Goals (MDG) Review
  - the 2001-2004 Highly Indebted Poor Country (HIPC) programme
  - development strategies for key economic sectors (agriculture, industry, mining, energy/power, etc)

5. Social development and poverty reduction strategies
  - the 1997 Programme of Actions to Mitigate the Social Cost of Adjustment (PAMSCAD)
  - the PRSPs
    - the 1995/96 GPRS
    - the 2003-2005 GPRS: An Agenda for Growth and Prosperity
  - Population policy
  - Health strategy
  - Education strategy
  - Water sector strategy
  - Gender and children
  
6. Strategies for integrating environment in development
  - National Environment Action Plan and Policy process
  - the Strategic Environmental Assessment of the 2003-2005 GPRS
  - Protection of the atmosphere
  - Integrated land resources planning and management
  - Combating deforestation
  - Combating desertification
  - Conservation of biological diversity
  - Management of biotechnology
  - Protection of oceans and coastal areas
  - Management of toxic, hazardous and radioactive wastes
  - Environmental disaster reduction
  
7. Strategies based on international conventions
  - Multilateral environmental agreements (e.g. UNCCF, UNCCD)
  - Regional integration agreements and policies
  - Inter regional cooperation agreements (e.g. Cotonou Agreement)
  - Bilateral agreements
  - Commodity agreements (e.g. fair trade/organic practices)
  
8. Institutional development strategies
  - the 1988 decentralization strategy
  - Public sector reforms under Civil Service Performance Improvement Programme (CSPIP), Public Financial Management Reform Programme (PURFMAP), Medium-term Expenditure Framework (MTEF), National Institutional Renewal Programme (NIRP) and Multi Donor Budget System (MDBS)
  - National Economic Forum 1997
  - National Economic Dialogues (2001, 2004)
  - the 2003 National Medium-Term Private Sector Development Strategy 2004-2008

## Annex B

### Recommendations for developing the agriculture and industry sectors for sustainable development in Ghana

1. Enhancing agriculture to achieve food security and promote industrialization
  - a) Supporting increased agricultural research and extension to promote more widespread adoption of improved technology, including mechanization, improved inputs and better cultivation practices.
  - b) Providing more incentives for farmers, other producers and marketing agents to develop their operations, by ensuring efficient and effective support to agriculture, including subsidized inputs and credit.
  - c) Developing the marketing system for agricultural products, including assured markets for agricultural products.
  - d) Improving the infrastructure base (storage, irrigation and transport systems, marketing, processing, and research and extension).
  - e) Vigorously promoting processing of agricultural produce to increase their economic value and shelf life and transformation into non-agricultural products.
  - f) Strengthening institutional systems for planning, and public service for agricultural development.
  - g) Strengthening farmers groups, such as cooperatives and associations.
  - h) Controlling the free importation, as a result of trade liberalization, of foodcrops that can be grown locally.
  - i) Improve financial intermediation to ensure adequate credit and finance for agriculture.
  - j) Promoting generation, dissemination and application of information to all aspects of agricultural activities.
  - k) Providing more budgetary resources for the sector and enhance incentives for increased private sector investment in agriculture.
  - l) Developing agriculture in its entirety including livestock and diversify agricultural production.
  - m) Improving linkages between agriculture and industry to serve as an incentive for farmers to increase production to feed industries.
  - n) Promoting the development of entrepreneurial skills of agricultural agents and popularize the notion of agriculture as a business.
2. Strengthening the industrial sector to facilitate increased national output, income, employment and productivity
  - a) Increasing financial support for industry including through facilitating increased financial intermediation and, enhancing flows from institutionalized sources such as the Export Development and Investment Fund (EDIF).

- b) Providing support for increased linkages between industry and domestic resources by promoting the establishment and expansion of industries processing local raw materials, including food, chemicals, textiles, paper products, and construction materials.
- c) Facilitating increased supply and lowering of cost of domestic inputs and improving competitiveness of local industry.
- d) Focussing on promoting labour-intensive manufacturing to help reduce unemployment and poverty.
- e) Implementing measures to enhance the growth of the small and medium enterprise (SME) sub-sector, including facilitating enterprise development, increasing financing and promoting linkages to markets and large-scale enterprises.
- f) Ensuring a level playing field for domestic production including through review and rationalization of laws and tax policies to minimize costs, expanded procurement of Made-in-Ghana goods, and vigilance in implementing import controls on second-hand, inferior, unwholesome and substandard imports.
- g) Improving the quality and standards of domestic output of industrial products to be competitive internationally including through increased support for capacity development of industries by enterprise development institutions.
- h) Assuring the successful implementation of the programme of export processing zones to facilitate increased export of industrial products.
- i) Continuing and expanding programmes to enable exporters meet emerging challenges of the global market by assisting exporters to penetrate foreign markets, particularly those in the sub-region, including through the vigorous promotion of non-traditional exports, and implementation of key ECOWAS protocols and programmes to enable exporters take advantage of initiatives such as the African Growth and Opportunities Act (AGOA).

## Annex C

### Indicators for sustainable development in Ghana – Developed by the Ministry of Environment and Science (2004)

#### A. Economic indicators

1. Amount of new or additional funding for SD (%)
2. Capital goods imports (\$)
3. Foreign direct investment (\$)
4. External debt service as % of GDP
5. Domestic debt as % of GDP
6. Per capita GDP
7. Project and programme grants (\$)
8. Share of manufacturing in GDP (current prices)

#### B. Social indicators

1. Demographic characteristics:
  - total population
  - population growth rate
  - sex ratio
  - population under 15
  - population 60+
  - adult population 18+
  - population dependency rate
  - urban population
  - rural population
  - population doubling time
2. Fertility
  - total fertility rate
  - contraceptive use - national average
  - contraceptive use - male
  - contraceptive use - female
3. Couple years of protection
  - long term
  - short term
  - age at first marriage
  - age at first sex
  - age at first birth
  - age at menarche
4. Education
  - adult literacy rate
  - enrolment ratio – gross primary school

- enrolment ratio – girls in primary school
- enrolment ratio – gross JSS
- enrolment ratio – gross SSS
- primary dropout rate – girls
- primary dropout rate – boys
- transition from P6 - JSS1
- transition from JSS – SSS1
- percent government spending on education

#### 5. Health

- life expectancy
- percent total expenditure on health
- percent recurrent expenditure on districts and below
- percent capital spending on sub-districts
- internally generated funds (IGF) from pre-payment and community insurance scheme
- people consulting qualified health personnel when ill (orthodox)
- doctor/population ratio
- nurse/population ratio
- per capita OPD at public facilities
- hospital admission rate
- maternal mortality rate
- ante-natal care coverage
- post-natal care coverage
- supervised deliveries (institutional)
- low birth weight rate
- TT2 + immunization cover
- infant mortality rate
- under-5 mortality rate
- % malnourished
- % exclusive breastfeeding
- EPI coverage (DPT 3)
- HIV/AIDS prevalence rate
- HIV/AIDS awareness level (male, female)
- condom use to avoid AIDS (national average, male, female)
- health facilities for PLWA
- reduction of new HIV infections among 15-49 years

#### 6. Human settlements

- % of rural population with access to safe water supply
- % of urban population with access to safe water
- % of rural population with household toilet
- % of urban population with household toilet
- population with unsafe method of solid waste disposal (dumping)
- reported cases of guinea worm
- main source of drinking water (pipe borne water in/outside house)

- main source of water supply (tanker, borehole, rain, river/lake, etc)
- main source of household energy (lighting)
- main source of household energy (cooking)
- housing - ownership type (owner occupied, being bought, relative non-household member, other private individual/employer, others)
- housing - type of tenure (owning, renting, rent-free, perching)
- housing – number of sleeping rooms
- housing stock (rural/urban share, average household size, households/house, population/house)

#### 7. Transport

- road expenditure per year
- total vehicles in circulation

### C. Environmental dimension

#### 1. Agricultural education

- number of agricultural colleges
- number of agricultural institutes
- percent of women in professional/technical/management
- percent of passes in agriculture at SSS Certificate
- tertiary

#### 2. Ambient air quality

#### 3. Ambient concentrations of pollutants in urban areas

#### 4. Annual average fish harvest

#### 5. Annual deforestation rate

#### 6. Annual withdrawals of ground and surface water as a percentage of available water

#### 7. Arable land per capita

#### 8. Area affected by salinisation and water logging

#### 9. Area of land contaminated by hazardous waste

#### 10. Biodiversity index (Algae)

#### 11. Biological oxygen demand in water bodies

#### 12. Chemical poisoning

#### 13. Concentration of faecal coliform in freshwater

#### 14. Consumption of ozone-depleting substances

#### 15. Density of hydrological networks

#### 16. Discharges of oil into coastal waters

#### 17. Dissolved oxygen (DO) level in water bodies

#### 18. Emission of green house gases

#### 19. Emission of nitrogen oxide

#### 20. Emission of sulphur oxides

#### 21. Energy consumption

#### 22. Existence of biosafety database

#### 23. Existence of national biosafety regulation or guidelines

#### 24. Expenditure on air pollution abatement

#### 25. Forest resources (FR) as a % of total land area

#### 26. Generation of radioactive waste

27. Ground water reserves
28. Implementation of ratified global agreements
29. Irrigation % of arable land
30. Land prone to desertification
31. Land use changes
32. Managed forest ratio
33. Number of chemicals banned or severely restricted
34. Protected area (PA) as % of total land area
35. Ratification of global agreements
36. Use of agricultural pesticides
37. Use of fertilizers
38. Wood harvesting intensity (annual allowable amounts)

D. Institutional indicators

1. Access to information (number of legal framework in place for sustainable development)
2. Integrated environmental account per annum (green GDP)
3. Expenditure on R&D as % of GDP
4. EIA
  - compliance rate of EIAs
  - number of inspectors per region
5. Percentage of outstanding SD agreements ratified
6. Level of implementation of SD agreements
7. Environmental desks at MDAs
8. Degree of involvement of major groups
9. Level of contribution of NGOs to SD
10. Number of SD strategies
11. Real GDP growth rate
12. Level of decentralized national resources

Source: Ministry of Environment and Science (2004)

## Annex D

### Core Indicators of the Ghana Poverty Reduction strategy (GPRS) 2003-2005

#### The Macroeconomy

1. Real per capita GDP growth rate
2. Food price inflation
3. Growth of domestic revenue
4. Growth of agricultural credit
5. Timely disbursement of budgeted MDA allocation
6. Proportion of total resources going to key GRPS sectors

#### Production and gainful employment

7. Area of degraded lands and water bodies reclaimed through reforestation
8. Rate of deforestation
9. HA of degradable forest planted
10. People with access to non-wood fuel
11. Number of small scale agro-processing firms
12. Real per capita agriculture growth rate
13. Real per capita food crop growth rate
14. Length of motorable feeder roads
15. Number of functioning employment centres
16. Number of Community Resource Management Areas established
17. Lifeline pricing for electricity sector developed and implemented
18. Feeder roads contract time lags
19. Percentage of post harvest losses
20. Tonnes of silo space established
21. Extension officer-farmer ratio
22. Area under fish farm
23. Percent of arable land under irrigation
24. Number of dugouts constructed
25. Farmer access to: mechanized tillage, harvesters, processing equipment
26. Number of current land cases concluded

#### Human resource development and basic services

27. Child nutrition (emphasis on poorest regions)
28. Infant mortality rate
29. Gross enrolment ratio in preschool and basic school (primary/JSS)
30. Survival rate to P6 and JSS3
31. Reduction in reported cases of Guinea worm
32. Percent of rural population with access to safe water
33. Percent of households with access to adequate toilet facilities
34. Percent of deprived basic schools (primary/JSS) improved, with emphasis on the 3 Northern regions

35. Percent of trained teachers in pre-schools and basic school (primary/JSS)
36. Immunization coverage (DPT3)
37. Proportion do supervised deliveries
38. Number of functional water systems: Boreholes, Wells, Pipes
39. Percent of total government expenditure on health increased from 5.7% in 2000 to 7% by 2004
40. At least 10% increase in amount budgeted for exemption fees
41. The number of functional Water and Sanitation Boards; District Water and Sanitation Committees; community Water and Sanitation Committees

#### Special programmes for the vulnerable and excluded

42. Incidence of poverty
43. Incidence of extreme poverty
44. HIV/AIDS prevalence
45. Accessibility of services (disaggregated to services, region, districts)
46. Access of extreme poor to services (disaggregated to services, region, districts)
47. Drug based treatment available for people with AIDS
48. Adequate security and protection for women and children
49. Budgets available to institutions caring for vulnerable and excluded
50. Appropriate indicators developed to monitor change in well being of vulnerable and excluded, across the entire GPRS

#### Governance

51. Level of perceived corruption in key GPRS functional areas
52. Government Expenditure Reports published
53. Local safety and security institutions in place: police/citizen ratio
54. Dissemination of Parliamentary debates on poverty and development
55. Utilization of Legal Aid Services
56. Functioning of Electronic Tracking System
57. Composite budget developed and submitted
58. Parliamentary Committee on Poverty established
59. Democratic effectiveness of the District Assemblies
60. Policy Feedback from M&E system

Source: Republic of Ghana (2003)

Annex E

Recommended Environmental Indicators under the Strategic Environmental Assessment of the GPRS

No.	Nature of environmental concern	Indicators of current state	Indicators for enhanced state
1.	Soil erosion (settlements)	Buildings with exposed foundations Number of flood occurrences annually	KM of drains constructed
2.	Land degradation (farmlands)	Number of farmers using traditional methods Soil quality data Direct survey of species Area of vegetation cover	Number of farmers using improved farming methods
3.	Coastal erosion	Length of coast eroded Number of families displaced by coastal erosion	Length of coastal protection completed and maintained annually
4.	Pollution of water bodies (including inland sources, beaches and harbours)	Number of dead water bodies Routine sampling at key points	Routine sampling at key points Number of waste conversion initiatives
5.	Noise pollution	Routine sampling at sensitive receptors	Routine sampling at sensitive receptors
6.	Indoor air pollution	Number of households using wood fuel Prevalence of respiratory diseases	Number of households using improved stoves Availability of alternative fuel sources
7.	Deforestation	Area deforested Area of forest reserves	Number of sustainable new plantations Number of agro-forestry schemes
8.	Risks from usage of chemicals	Levels of key chemical pollutants in the system	Quantities of chemicals used annually
9.	Waste generation	Quantities of waste generated by type Available waste management facilities	Industries using Cleaner Production methods Number of waste receptacles in use
10.	Effects of large-scale developments	Inventory of industrial establishments Inventory of mining operations Inventory of other large scale developments	Number of comprehensive land use plans developed

Sources: NDPC and EPA (2004).

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<sup>i</sup> These include the community-based land and water conservation component of the UNDP/GOG Environmental Resource Management Project, the Co-operative Integrated Project on the Savanna Ecosystem of Ghana (CIPSEG), the Natural Resources Management Programme (NRMP), the Africa 2000 Network, the GEF/Small Grants Programme, and the Renewable Energy Services Project (RESPRO) (Republic of Ghana 2002).

<sup>ii</sup> These include: National Biodiversity Strategy and Action Plan, Development of National Biosafety Guidelines, National Biodiversity Data Management Institutional Survey and Strategy, and, development of bio-prospecting portfolios for the promotion of the three pillars of the Convention on Biological Diversity (Vordzorgbe 2004).

<sup>iii</sup> Major programmes to protect the coastal zone include the Coastal Wetlands Management component of the Ghana Environmental Resource Management Project, Gulf of Guinea Large Marine Ecosystem Project, Fisheries Sub-Sector Capacity Building Project, and development and implementation of Oil Spill Contingency Plan (Republic of Ghana 2002).

<sup>iv</sup> The Ghana Atomic Energy Commission (GAEC) established the National Radioactive Waste Management Centre (NRWMC) and promulgated the Radioactive Waste Management Regulations. Ghana has ratified conventions and protocols relating to the subject matter, including the Basel Convention on the Control and Transboundary Movements of Hazardous Wastes and the Disposal, the Rotterdam Convention on Prior Informed Consent (PIC) Procedure for Certain Pesticides and Chemicals in International Trade, the Vienna Convention on Protection of the Ozone Layer, the Montreal Protocol to Phase out Ozone Depleting Substances, the Stockholm Convention on Persistent Organic Pollutants, and, the Bamako Convention. Also, Parliament of Ghana has approved the ratification of the IAEA Joint Convention on the Safety of Spent Fuel Management and on the Safety of Radioactive Waste Management (Republic of Ghana 2002).