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GRAIN PROCESSING MANAGEMENT DEVELOPMENT

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GHANA AGRICULTURE MANAGEMENT DEVELOPMENT PROJECT

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AGRICULTURAL MANAGEMENT DEVELOPMENT PROJECT

I. Origin, Need and Summary of Project

A. Introduction

Ghana has a large and growing food deficit with food production actually declining on a per capita basis. Concurrently with decreased quantities of domestically produced food available, indications are that diets have been increasingly nutritionally inadequate over recent years. The increasing deficiencies in diet quality, as reflected in caloric and protein intake, have most severely affected the lower income families in the rural areas. This trend has continued despite a relatively well endowe agricultural resource base that produces 50 precent of the Gross National Product and 70 percent of the nation's exports.

Imports of food have accounted for approximately one-third of Ghana's total imports prior to the recent increases in petroleum and fertilizer prices, which has been a major factor in the chronic shortage of foreign exchange. In addition, imported food supplements are largely unavailable to the rural poor because of lack of cash income. These trends and relationships indicate the importance of improvement of the quality and quantity of food supplies in Ghana.

Increased production of food crops, especially food grains, has been assigned high priority in the agriculture sector. Attainment of such a goal is essential to ease the foreign exchange situation. Approximately 60 percent of the labor force is employed in agriculture and they are predominately located on small farms. More than 80 percent of the total area of field crops is in farms of less than five acres. Expansion of agricultural production will depend largely upon increased productivity of small farms. An increase in food production by small producers can also result in a substantial improvement in the nutritional status of the lower

income rural population. The Ministry of Agriculture is attempting to address the goal of increased food production on small farms through a variety of mechanisms such as Operation Feed Yourself which was designed to stimulate small producers; improvement of access, availability, timeliness and effectiveness of components of the input delivery system; upgrading the extension service and improvement of the marketing system. In order to successfully carry out these programs, the MOA has recognized the necessity to improve its capability to plan, allocate and manage human and physical resources in the agriculture sector.

B. Need for Project

The need for a major management training effort in MOA became clearly evident as the Agriculture Planning Project (048) evolved, which was pointed out in the evaluation of that project. A strong recommendation for an undertaking of this nature was also made in the Watkins and Mends report, Manpower and Training in the Ministry of Agriculture, in June 1973. The recognition of this need led to a request from the MOA to USAID/Ghana for assistance in developing an indigenous agriculturally related management training project. The project was to focus on improving the managerial effectiveness of MOA personnel, help establish specific objectives and priorities, and assist in developing the capacity to plan and implement.

Manpower trained in appropriate managerial skills are essential to the long term success of Ghanaian agriculture development programs and especially vital to extend programs and services to small farmers. Short term in-service training can have an immediate impact upon improved management of ongoing agricultural programs in the regions and districts. The primary deficiency concerns pragmatic operational management skills to obtain more effective program results. Although there is a continuing requirement for training to develop new or improved technological skills, there is a substantial lag in training to develop managerial techniques

to implement programs utilizing such technology.

C. Project Summary

The broad objective of this project is to contribute to increased food production, especially on small farms, thereby raising farm income and improving income distribution. This will be done by establishing a self-sustaining Ghanaian agricultural management and planning capability resulting in improved planning and allocation of agricultural sector human and physical resources.

To develop this capability requires an agriculture management training program for planners and managers at all levels in the MOA. This project provides for such a training program. It consists of three major components as follows: (1) a two week annual in-service management training program for MOA officials in the regions to help improve the management of services and programs for farmers; (2) a one year diploma program that will help provide MOA officials with the required skills for effective management of agricultural programs; (3) a two year graduate level degree program to aid MOA administrators in planning and management positions. All components focus on the practical operational requirements of Ghanaian agricultural managers and relate to programs in the MOA.

AID financial inputs for the five year life of project amount to about $1,440,000 of which $910,000 is for technical assistance and $209,000 is for participant training. The GOG contribution totals approximately $2,100,000 which is largely salaries, travel and training expenses of the trainees.

During the first five years it is expected participants from 350 manager positions will have completed the annual two week seminar each year, 125 graduated from the one year diploma course and about 125 will have entered the two year graduate programs of which 90-100 will have received their degrees. It is

anticipated that the MOA will have developed the capacity to conduct in-service agriculture management seminars. The University of Ghana and GIMPA will also have developed their training ability to provide the appropriate mix of agriculture and management to meet the practical needs of the MOA and other agricultural sector ongoing organizations. The relationships among institutions concerned with these training programs will also be strengthened by this project.

Part II - Logical Framework Matrix

AID 1020-23 (7-71)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED OR SUBMITTED.)

Life of Project:
From FY _____ to FY _____
Total U.S. Funding _____
Date Prepared: _____

Project Title & Number: Agricultural Management Development

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: To increase agricultural food crop production, especially of small farms, resulting in higher farm incomes, thereby improving income distribution.	Measures of Goal Achievement: 1. Small farmer production value in real terms, expanded by 50 percent by 1985. 2. Small farmer incomes increasing at an average rate of 3 percent annually over the next 10 years. 3. Net imports of foodstuffs as as proportion of total food consumption decline by 30 percent by 1985.	1. Agricultural census and sample surveys demonstrate: a. Increasing yields on small farms b. Decreased unit cost of production c. Higher proportion of small farmer production for commercial sale d. Expanded use of modern inputs 2. National income data demonstrate expanded per capita incomes of small farmers. 3. Comparison of farm production and foreign trade data for food imports and exports demonstrate that net imports of food as a proportion of consumption decline on the average by more than 2 percent annually.	Assumptions for achieving goal targets: 1. GOG maintains a continuing high priority commitment to increase agricultural production of small farms as a means to increase food supplies, raise farm income and improve income distribution. 2. Farm price policies continually provide an incentive to expand production. 3. Required production infrastructure of storage, transport and marketing facilities are available. 4. Necessary inputs will be available and a system for their timely delivery will be accessible to small farmers including seed, fertilizer, credit and technical information. 5. Normal climatic, social, political and economic conditions.

A.I.D. 1020-23 (7-71)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY _____ to FY _____
Total U.S. Funding _____
Date Prepared: _____

Project Title & Number: _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Project Purpose: To develop a self-sustaining indigenous agricultural management and planning capability which will lead to improved planning, allocation and use of agricultural sector resources.	**Conditions that will indicate purpose has been achieved: End of project status.** 1. Establishment of clear national agricultural sector objectives, priorities and plans by MOA. 2. Establishment of annual work and program plans for each region. 3. Placement of project trained personnel in key management positions in agricultural sector. 4. Management training becomes an integral part of agricultural sector programming. 5. Development of effective input delivery and output marketing systems linked to the small farmer.	1. Existence of a national agricultural plan. 2. Existence of annual regional work plans. 3. Identification of key managerial positions and determination if project trained personnel are in such positions using MOA records. 4. Existence of agricultural management training programs as described in the project design. 5. Availability and timely delivery of agricultural inputs and accessibility to alternative output markets by small farmers using MOA records.	**Assumptions for achieving purpose:** 1. Continuing national commitment to managerial training for agricultural sector. 2. Adequate financial and human resources are made available to meet project needs. 3. Required technical information is available and adequate technical capability of extension personnel (field assistants and technical officers) to transmit that knowledge to small farmers. 4. Required production materials are available at economically feasible levels.

AID 1020-23 (7-71)
SUPPLEMENT I

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY _____ to FY _____
Total U.S. Funding _____
Date Prepared: _____

Project Title & Number: _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs: 1. Establishment of central manpower training office in MOA to strengthen and coordinate agricultural training programs. 2. Improved capability of MOA officials in planning and management skills to better enable them to identify, design, implement and evaluate agricultural programs. 3. Enhanced relationships among the institutions involved in training of officials administrating agricultural programs. 4. Increased awareness and improved capability of the University of Ghana and GIMPA to contribute to Ghanaian national agricultural goals. 5. Establishment of facilities for a continuous in-service management training program. 6. Development of instructional capability and materials in agricultural management.	**Magnitude of Outputs:** Output 1. No. of Officials Trained Total *a) ARMS Program (2 wks) 1,400 b) DAA Program (1 yr) 100 c) MAA Program (2 yr) 45 **d) Special Exec. Mgt. Seminar (2 wks) 60 2. No. of Instructional Staff Trained a) Ministry of Ag 6 b) GIMPA 10 c) Univ. of Ghana 8 3. Training facilities established for forty trainees in ARMS program 4. Manpower Training Office established in MOA * The ARMS Program is designed to train all regional personnel in managerial positions each year. Therefore the 350 trained per year will in most cases be the same individuals. ** The Executive Development Seminar in the 2nd year will only be a two day course.	1. At specified periodic intervals, determine number of officials trained in program and working in effective managerial positions in MOA using MOA records. 2. Existence of competent, well trained and adequate staff in MOA central training office and in ARMS program as verified by direct observation and reports of U.S. Technician/Instructors. 3. An increase in numbers of staff members at GIMPA and the University of Ghana in areas concerning management related to agriculture as determined by GIMPA and University records. 4. An orientation toward and an improvement of instructional skills and materials dealing with management/agriculture as verified by direct observation and reports of U.S. Technician/Instructors. 5. Existence of adequate facilities to conduct the ARMS program as verified by direct observation. 6. Coordination of activities of cooperating institutions involved in agricultural training programs as verified by the establishment of an inter-institutional committee.	**Assumptions for achieving outputs:** 1. The MOA, GIMPA and University of Ghana will receive necessary approvals from the parent bodies of their institutions for conducting their respective training programs. 2. The MOA, University of Ghana and GIMPA will provide the necessary initial capital and recurrent budgetary support to meet required project needs. 3. The MOA, GIMPA and University of Ghana will make available suitable staff for training and project operation. 4. MOA will release trainees from all other duties while they are assigned to full-time training with salary and expenses paid by MOA. 5. MOA will assure placement of trained personnel in managerial positions of appropriate responsibility. 6. MOA will establish and enforce a formal agreement bonding participants to a minimum period of service with MOA following completion of training.

AID [illegible]
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY _____ to FY _____
Total U.S. Funding _____
Date Prepared: _____

Project Title & Number: _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Inputs: A.I.D. Inputs 1. ZREA Technical Assistance - 153 MM $992.5 2. Participant Training - 168 MM 210.0 3. Other Costs (Local costs) a. Field Study Funding 9.0 b. Funding Additional Faculty Members 60.0 c. ARNS Training Facility 100.0 4. Commodities [illegible] $1,4[illegible].0 GOS Inputs 1. MOA Manpower Training Office $230.0 2. ARNS Program 697.0 3. DAA Program 665.0 4. MAA Program [illegible] $2,0[illegible].0	**Implementation Target (Type and Quantity)** Discussion and details of the type and quantity of U.S. and Ghanian inputs are included in Parts VI and VII of the PROP. A specific implementation schedule indicating phasing and time frame is included in Part III of the PROP.	1. AID Project Agreements and PIO/Ts. 2. Project Implementation Plans. 3. AID and GOG project evaluations. 4. MOA reports and records. 5. AID Technician/Instructors reports. 6. Direct observation.	**Assumptions for providing inputs:** 1. Recruitment and timely arrival of properly qualified and well motivated U.S. Technician/Instructors will be accomplished. 2. MOA and other institutions involved will make available necessary budget support for programs. 3. Required training facilities will be constructed and available on a timely basis for each program component. 4. Appropriately qualified participants will be selected and made available for training programs in the U.S.

III. Project Description

A. Project Overview

The clear recognition by the MOA of the need to improve its capability to plan, allocate and manage Ghanian agricultural resources led to the request for assistance from AID for this project. The project is designed to help meet this need through continuous improvement of agricultural planning skills and managerial techniques throughout the MOA. In order to reach managers at all levels, the project consists of three distinct types of training programs that are closely related to the overall goal. These three components which are more specifically described in the following sections are as follows:

1. Annual Regional Management Seminars (ARMS)
2. Diploma of Agricultural Administration (DAA)
3. Master of Agricultural Administration (MAA)

It is anticipated the project will assure an flow of well qualified managers in the short-run through the two week seminars of the ARMS program while developing the long-run capacity of the MOA agricultural administrators through the one year DAA and two year MAA programs. The entire project is focused on the practical needs of managers of agricultural development programs.

The MA will establish an Office of Research and Training to supervise and coordinate the components of this project. The office will serve as a focal point for integrating all training activities of the MA and the AID Development Administration Office will work closely with the office in matters concerning the project. The Research and Training Office will be responsible for training and providing necessary human resources and physical inputs. The office will serve as the principal focus for linking the various institutions associated with the project.

Prior to implementation of the ARM program, two special Executive Development Seminars will be conducted for Assistant Directors of Agriculture and Principal Agriculture Officers. The purpose of these seminars is to acquaint high level officials with the content of the ARM seminars so as to help improve their own managerial skills.

B. Project Components

1. Annual Regional Management Seminars (ARMS)

The principal tangible impact of management improvement in the MA will result from the ARM components of the project. This program is designed to provide the basic skills needed for effective management of agriculture programs for managers in the MA who are assigned to the regions. It will be carried out through two week intensive management seminars for the MA regional managers each year.

With the administrative conversions of the MA, the ARM program is designed to closely comply with "The Necessary Ingredients of a Program of Management Improvement to be Successful" (refer to page [illegible]). The principal concepts of this approach are to concentrate on follows:

a. Non-Hierarchical Training Concept. All managers (from Senior Technical Officers to the Assistant Directors of Agriculture) within the region will be trained together every year. This brings all managers which are given region to: Discuss regional problems, advice on Farmers

[illegible] management techniques and [illegible] methods to study, analyze, [illegible] [illegible] [illegible] specific objectives of the region for the coming year(s); [illegible] a regional annual work plan; and practice modern management tools for [illegible], coordination, [illegible] and [illegible] work [illegible] in management capacities.

b. Training to and for the Supervisors. The [illegible] program will be under the direction of the Office of Training and Research within the [illegible]. This approach will [illegible] be, in [illegible], an institution that [illegible] to [illegible] to be [illegible]. This [illegible] a [illegible] difference in the training (design for the future) that [illegible] [illegible] more [illegible].

c. Use of Office Training. In order to [illegible] a [illegible], all [illegible] Directors of Agriculture and Principal Agriculture Officers will [illegible] a [illegible] management [illegible] prior to [illegible] of the regional program. In this way, the management will not [illegible] be opportunity to [illegible] their [illegible] skills [illegible], in [illegible], [illegible] [illegible] [illegible] [illegible] to bring [illegible] to be [illegible] [illegible] [illegible] [illegible] [illegible] to provide [illegible] [illegible] [illegible].

d. Training Not to Supervisors. Management [illegible], [illegible] [illegible] [illegible], [illegible] [illegible] [illegible] [illegible]. Prior to [illegible] the [illegible] [illegible] of management [illegible] [illegible] a [illegible] [illegible] of the [illegible] [illegible].

e. Monitor Work to Supervisor and Evaluate. In the [illegible] of [illegible] [illegible], the regional [illegible] and [illegible] [illegible] [illegible] [illegible] [illegible]

The facilities for the AIMS program will be provided by MOA/USAID at Kwadaso College near Kumasi and will be adequate for two seminars to be conducted concurrently with up to 20 trainees in each seminar. The seminars will be conducted each year for each of the nine regions for an estimated total of 350 trainees per year.

The instruction will initially be a joint effort by MOA and AID and supplemented by GIMPA and University of Ghana instructors, as needed. The MOA will provide for counterpart trainers and AID will provide two management training adviser/instructors. Initially, it is expected that most of the training will be conducted by the AID advisers with a gradual year-by-year turnover of responsibilities to MOA Ghanaian instructors. One AID funded advisor will be scheduled to be in Ghana for four years, while the second advisor will be there for three years. At the completion of the project it is expected that the MOA counterpart trainers will, after extensive coaching by the advisors and 72 man/months of participant training abroad, be able to design, conduct, and follow-up on future agriculture management training programs.

An integral part of the AIMS program will be availability of the AID advisors and MOA counterparts for follow-up training and management consultation to the regions for implementation of management tools. This experience will also contribute toward more meaningful seminars.

2. <u>Diploma of Agriculture Administration (DAA)</u>. Each year the MOA will competitively select 25 MOA mid-career managers to attend a program of study leading to a Diploma of Agriculture Administration. This program is designed to provide the required skills for effective management of agricultural programs in the MOA.

Because the emphasis of this program will be on administration, the DAA will be conducted at the now well-established Ghana Institute of Management and Public Administration (GIMPA), and will include such courses

as Management Skills, Motivation and Productivity, and Management Methods and Systems (refer to Annex 2).

While the emphasis will be on administration, it is the intent of the program that it be fully relevant within the Ghanaian Agriculture Sector. Therefore, not only will the aforementioned courses be strongly oriented toward agriculture administration, but will also include such courses as Applied Agricultural Economics, Social Development, Applied Agricultural Statistics and Data Analysis, Management of Extension Programs, Discussions by MOA Executives and a two-week foreign observation tour (refer to Annex 2).

Instruction will be provided by GIMPA and supplemented by the University of Ghana Faculty of Agriculture and School of Administration, as required. To insure that the courses are highly relevant, field studies will be provided, case studies written by the trainees of their management experiences will be discussed, and a policy of no examinations will be enforce AID will provide funds to enable course instructors to conduct basic Ghanaian agricultural field studies to also enhance the relevancy of instruction.

AID will provide one advisor/instructor to assist GIMPA in developing the curriculum, designing courses and evaluating the results of the program. This person will also train DAA course instructors in teaching methodology and in agricultural management skills and serve as counterpart to the course chairman. AID will also provide and fund 42 man/months of relelvant agriculture management non-degree training in the U.S. for GIMPA faculty member for the initial three years of the program.

GIMPA will designate a course chairman of the DAA program who will serve as the counterpart to the AID advisor. They will also provide adequate living quarters, classrooms, teaching facilities, qualified

faculty, outside instructors (as needed) and arrange for the field trips and observation tours. GIMPA will determine the cost of such a program and the MOA will pay that cost plus the salaries and travel expenses of the trainees.

3. Master of Agricultural Administration (MAA). The University of Ghana will establish a new gruaduate level program leading to the degree of Master of Agricultural Administration. This course of study is designed to provide the required skills for senior MOA and other officials (from banks, boards and corporations) working in program planning and design or management of large agricultural programs. The non-thesis, two year course will focus on agriculturally related management studies oriented toward the pragmatic needs of Ghanaian agricultural administrators. Course content will consist of a core of courses concerning management economics, development planning, development administration, etc. with two options giving students an opportunity to concentrate on either macro planning and design or micro management of agricultural programs, (Refer to Annex 2). In lieu of a thesis, students will prepare two special papers or serve as a consultant to a relevant agency or business for two months and analyze their experiences.

Although the MOA will competively select 12 to 15 of its employees each year for this program who already possess bachelor degrees, the nominees must also meet the usual entrance requirements of the University. The University will maintain its well-recognized quality standards in all aspects of the program. The MOA will have the opportunity

to provide students for the first fifteen positions in the program each year, but any additional vacancies can be filled at the descretion of the University. There are indications of interest in this program from other organizations.

Within the University, the Faculty of Agriculture will be administratively responsible for the program, but will work cooperatively with the School of Administration and instruction will be supplemented by GIMPA staff as required. The Faculty of Agriculture will designate a course chairman for the MAA program and see that adequate living quarters, classrooms, teaching facilities, qualified faculty, outside instructors (as needed) and arrangements for field trips are provided. In addition faculty advisors will be assigned to each student to provide guidance for their individual programs. The University of Ghana will determine the cost of the MAA program and the MOA will pay that cost plus the salaries and travel expenses of the student.

AID will provide one U.S. adviser/instructor to assist the University in developing the curriculum, designing courses and evaluating the results of the program. This person will also train MAA course instructors in teaching methodology and in agriculture management skills and serve as counterpart to the course chairman. AID will provide and fund 54 man months of relevant agriculture management non-degree training in the U.S. for University instructors. Also, AID will fund the basic salaries of three additional qualified University faculty members for the initial three years of the program, two from the Faculty of Agriculture and one from the School of Administration. In addition, AID will provide funds to enable course instructors

to conduct basic Ghanaian agricultural field studies to enhance the relevancy of instruction. A modest library supplement will also be provided by AID.

III. C. Project Implementation Schedule

August, 1974:

1. Commissioner of Agriculture expedites initiation of construction of annex to GIMPA .
2. PROP draft written

September, 1974:

1. Commissioner of Agriculture designates a Director of Manpower Development in MOA
2. AID Development Administration Officer (DAO) arrives in Ghana
3. DAO reviews PROP draft with involved parties (MOA, USAID/G, U of G, GIMPA)
4. PROP finalized
5. Construction of GIMPA annex begins

October, 1974:

1. PROP approved in AID/W
2. Letter of intent written by USAID/G Mission Director to MOA -- thus enabling MOA to begin plans for construction of facilities for ARMS program.
3. PRO/AG written and signed
4. PIO/T written and submitted to AID/W
5. PIO/C written and submitted to AID/W
6. Construction plans for ARMS building drawn up

November, 1974:

1. Construction plans for ARMS building approved by REDSO/Abidjan.
2. Task Order by AID/W written and approved
3. Commodities ordered by AID/W
4. Executive Development Seminar for all Asst. Directors for Agriculture conducted by AID-DAO (2 weeks)

December, 1974:

1. AID-DAO to U.S. to recruit technician and investigate participant training facilities.
2. Technicians identified
3. Construction of ARMS facility begins

January, 1975:

1. Executive Development Seminar conducted for all Principal Agriculture Officers by AID-DAO.
2. PIO/P for 2 potential trainers of ARMS written and submitted to AID/W

March, 1975:

1. ARMS participants(2) depart for U.S. training

April, 1975:

1. Arrival 2 technicians for ARMS program
2. Arrival 1 technician for DAA program

May, 1975:

1. Field survey and orientation for 3 technicians
2. Scheduling of ARMS seminars
3. DAA trainers conference conducted by technician and DAO
4. Methodology seminar for trainers ARMS program by technician and DAO

June, 1975:

1. Arrival technician/advisor for MAA program
2. Commodities arrive
3. Short 2-day seminar for Asst. Directors of Agriculture and Principal Agriculture Offices by DAO and technicians
4. ARMS facility construction completed
5. Curriculum DAA developed
6. ARMS seminar developed
7. Field Survey and orientation MAA technician/advisor.

July, 1975:

1. Curriculum MAA developed
2. MAA instructors conference by technician
3. ARMS participants (2) return from US
4. MOA competitively selects DAA trainees
5. MOA competitively selects MAA students
6. First ARMS program for one region begins

August, 1975:

1. ARMS Regional Seminars (continued)
2. Preparation of DAA course
3. Preparation of MAA course
4. Selection of AID funded Ghanaian (3) instructors for MAA program
5. Selection of AID funded Ghanaian (1) instructor for DAA program

September, 1975:

1. GIMPA annex completed
2. Selection by MOA candidates for DAA and MAA programs
3. ARMS Regional Seminars (continued)
4. Final Preparation for DAA and MAA courses

October, 1975:

1. First DAA course begins

2. First MAA course begins

3. ARMS Regional Seminars (continued)

IV. Project Rationale

A. Current Situation

The MOA has been faced with the problem of inadequate management for several years and has attempted to deal with the problem by reorganizations and periodic training programs. Changes in organizational structure have only resulted in shifts of functions and personnel, but have not addressed the need for improved management and planning skills. Training has been sporadic and oriented toward technical requirements rather than focusing on management needs. The result of this deficiency has been lack of a clearly delineated direction with a common objective, purpose and priorities to guide officials of the MOA as well as its relationships with other organizations. This has had a negative impact on planning and basic management decisions affecting program implementation. The impact has affected managerial capacity both throughout the MOA administration and the carrying out of specific development projects in the regions and districts.

The lack of proficient management decisions has resulted in reduced agricultural production, particularly on small farms. There have been repeated examples of late arrival of fertilizer, pesticides and other inputs due to untimely transport arrangements or delayed accounting procedures. The information flow within the MOA and regions has frequently been inefficient creating logistics and communications problems. Dissemination of technical information to small farmers has suffered because of lack of well trained extension workers, inadequate transportation for them and a burdensome load of paperwork

reducing their effectiveness in the field. If increased production is to take place on small farms, it is essential that the managerial aspects of these constraints be alleviated. Particular emphasis should be on the key management positions in the regions and districts that control the flow of services and resources to the small farmer. In this regard there should be a special concern for improving the management skills af the Senior Technical Officers (STO) at the regional and district level who supervise the Technical Officers (TO) and Field Assistants (FA) who work in the districts and sub-districts. Generally, the STO's are career employees who have considerable technological experience, but little training in management planning or decision making and administrative methods.

An example of the effects deficiency in management skills can have was shown in the intensive six week training program concerning farm management for Technical Officers (TO). The program was planned and implemented by Israeli assistance and was evaluated six months later by an Israeli team. The evaluation indicated the program was unsuccessful in achieving its objectives because the TO's were not adequately prepared, assigned or supported by their manager supervisors.

B. Commitment

The MOA has clearly and repeatedly indicated its desire and commitment to improve planning skills and management techniques through its actions as well as its contacts with USAID and other donors. Prior to requesting assistance from USAID for the Agricultural Management

Development project, the MOA attempted to address some if its planning problems through the O48 Agriculture Planning project and by requesting the Watkins-Mends Report. It recognized the need for more emphasis on administrative management skills as additional problems of program implementation became apparent. The need became even more obvious with the national government policy to decentralize decision making and budgetary authority resulting in more autonomy in the regions.

As the design of this project developed, the sincere commitment to it by the MOA became very evident by its willingness to contribute people and other resources to the project. The establishment of a strong coordination body in the MOA, the Office of Manpower and Training, has already been initiated. The commitment by MOA to release 50 of its important management personnel annually for long-term, full time, diploma or graduate degree training, while fully paying salary, training and travel expenses shows an exceptional expectation of the intermediate and long-range benefits of the investment in the program. The same confidence is clearly indicated in the short-range outcome by the willingness to commit nearly 350 regional managers to two week annual seminars with similar support. The commitment by the MOA has been further evidenced by its continual concern for appropriateness and quality of course content for all three components of the project. The strong desire by MOA to build the internal capacity to conduct its own continuing in-service management training seminars is shown by its willingness to devote resources to construct the necessary physical facilities and provide qualified staff for the programs.

There is also an open commitment by MA to work with USAID and the University of Ghana to develop the most suitable training programs possible to meet the agricultural management requirements of the MA. The overall commitment by the MA in terms of human resources, capital investment and anticipated impact from the results of training are unusual among developing nations in Africa.

C. Effects of Project

It is expected this training project will have a major long-term and short term impact on the planning process and program implementation within the MA, which will result in more effective programs at the farm level. As previously indicated, these results will be reflected by increased production, especially on small farms, through improved decision making affecting objectives, policies, planning and allocation of resources; improved timeliness and systematical movement of agricultural inputs to the farms; improved implementation of development projects; and improved flow of services and information to farmers. It is anticipated such overall improvements in the operational management will have a direct and positive influence upon agricultural production with relatively more impact upon production by small farmers.

The project will help orient the MA toward a more action/results organization with concern for the practical results of its decisions. It will provide a cadre of skilled planners that can identify and articulate objectives, intermediate goals and priorities of the MA and the entire agricultural sector in such a way as to guide decision

[illegible] throughout the organization. The training will be supportive of the decentralization policy and delegation of authority [illegible] to the [illegible], by strengthening the capability of managers at the [illegible] and lower levels dealing in regions and districts. As the [illegible] benefits of the [illegible] training will be an [illegible] [illegible] of [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible] [illegible]. In [illegible] [illegible], it is planned that the five year project will annually train 50 [illegible] [illegible] [illegible] from the [illegible] program, [illegible] 10 graduates from the MA program and have to [illegible] of 15 [illegible] [illegible] from the MA program. The [illegible] of [illegible] [illegible] [illegible] of [illegible] in the MA and [illegible] [illegible] [illegible] [illegible] [illegible] [illegible].

It is also suggested that there will be a [illegible] [illegible] of the [illegible] involved with the project. The MA will [illegible] all [illegible] of the project and there will be [illegible] [illegible] and [illegible] [illegible] among the [illegible], [illegible] and the University of [illegible] in [illegible] [illegible] in the project. [illegible] the [illegible] [illegible] [illegible] by other [illegible] in the [illegible] [illegible] (including [illegible], [illegible] and [illegible]) [illegible] involvement in the MA and MA program and it is [illegible] [illegible] [illegible] [illegible] will [illegible] [illegible] in [illegible] of [illegible] [illegible], [illegible] [illegible] of the program will [illegible] the [illegible] [illegible] [illegible] [illegible] [illegible] in the [illegible]. The [illegible] [illegible] program will [illegible] [illegible] to [illegible] the [illegible] and [illegible] [illegible]

offices in the Air Air region. As the training program moves into maintenance, repair and overhaul on a self-sustaining basis, it is expected they will have a major overall positive impact in the agricultural sector.

V. Assumptions and Issues

The success of this project is dependent upon several assumptions that must be carried out prior to fully implementing the project. As discussed earlier, there is a strong commitment on the part of the GOG and MoA to carry out this project and they have already moved forward in designating personnel and other resources toward that goal. During preliminary discussions with Ghanaians concerning the project, most basic issues were negotiated and satisfactorily resolved; however, the most important assumptions regarding each institution are as follows:

The GOG has had a major problem in retention of well educated, highly motivated officers due to the vast discrepancy in salaries between government employment and quasi-government banks, public boards and corporations independently allowed to set their own salary schedule. The "brain drain" from MoA in recent years has been extensive and it has had a significant impact on the capacity of the Ministry to perform adequately. In July 1974, a GOG White Paper was issued restructuring the Civil Service pay to be comparable to that of the banks, public boards and corporations to neutralize the primary incentive of preferred employment outside the Civil Service. It is assumed there will not be future salary differentiations or other similar incentives to draw trained agricultural managers from the MOA.

At the present time, there is a government regulation that requires any government employee who has been trained at public expense must return to government work for a minimum period of service. This

regulation has not been enforced. Assurances have been received from the MOA that the enforcement of bonding agreements with employees who have been trained under this program will be carried out and it is assumed this assurance will be honored.

The Office of Manpower and Training in the MOA has the responsibility for coordination of the project, selection of trainees, placement following completion of training and contribution of required local costs. It is assumed selection of trainees will be based on sound professional criteria, post-training assignments will be made to appropriate managerial positions fitting ability to need, and the necessary local cost expenditures will be allocated on a timely basis.

The MOA is currently discussing with the Canadian representatives of CIDA a Canadian assistance program to develop extension methodology and techniques through a large scale training effort of extension workers. The Canadian and AID supported training projects directly complement each other and will both address production constraints of small farmers. It is assumed that the Canadian project will be organized and initiated in 1975.

The MAA program at the University of Ghana must be approved by the Academic Board and Officials at the Ministry of Education. The Faculty of Agriculture and School of Administration have approved the proposal in principle, and it is assumed other approvals will be forthcoming without delay.

Availability of living quarters for trainees has been repeatedly raised by the University of Ghana as a major obstacle to overcome. Facilities on campus for graduate students are now overcrowded. This

issue has not been resolved and it is under discussion between MOA and University officials. While various alternative proposals have been made to deal with the problem the University has commited itself to initiating the MAA program in the fall of 1975, even if it must be done with a reduced enrollment.

There is also a problem of housing for participants in the DAA program at GIMPA. However, plans have been approved and funis budgeted to construct new quarters for 80 trainees. The MOA is working with GIMPA to expedite the construction so that the program can begin on schedule. It is assumed construction will be completed so that the DAA program can begin in the fall of 1975.

It is assumed that both AID and GOG inputs for construction of the ARMS training facility at Kumasi will be available on a timely basis so that seminars can commence on July 1975.

Futhermore, it is assumed qualified instructors will be available from each institution dealing with their principal respective component to assure an appropriate and successful program of instruction is implemented.

VI. AID INPUTS

A. Project Management

The AID Development Administration Officer will have responsibility for the managerial functions of planning, organizing, implementing, and coordinating USAID's assistance with the efforts of the Ministry of Agriculture, University of Ghana, and Ghana Institute of Management and Public Administration (GIMPA) to accomplish the objectives of this project. His responsibilities will also include: close advisory relationship to the Manpower Training Office in the MOA; conducts, when necessary, training programs (i.e. ADA and PAO Executive Development Seminars); continually reviews progress and guides project inputs toward successful achievement of project goal; recruits and provides overall supervision of U.S. technicians; and assists in preparation of PIOs for technicians, commodities and participants.

B. PASA Technical Assistance

Total	($000's)
163 man-months	992.5

1. Technical Assistance to ARMS Program

96 man-months	520.0

Assistance will be given to the Annual Regional Management Seminar Program by supplying to the Manpower Training Office within the MOA two technicians/advisers who have expertise in management training and an understanding of agriculture/rural development. These technicians will be located in the ARMS facilities in Kumasi. Their responsibilities will include: advisory relationship to the management training institution to be established in Kumasi; assist in developing, designing, conducting and evaluating management training seminars for all managers in each region each year; train Ghanaian seminar leaders; serve as counterpart

to 4 Ghanaian seminar leaders; provide with counterparts management consultancy services to each region; identify and recommend participants for U.S. training and develops their training program.

2. Technical Assistance to DAA Program
36 man-months 195.0

AID technical assistance for the Program for Diploma in Agriculture Administration will be the provision of one technician/adviser with a strong background in management training as related to agricultural institutions. This persons' responsibilities will include: act as adviser to the Ghana Institute of Management and Public Administration officials involved in the DAA program; counterpart to the course chairman; assists in developing curriculum, designing courses and evaluating the results of the program; train DAA course instructors in teaching methodology and in agricultural management skills; provides approval and necessary guidance to instructors conducting field studies; and identifies and recommends participant for U.S. training and develops their training program.

3. Technical Assistance to the MAA Program
36 man-months 195.0

One technician/adviser will be provided to the Faculty of Agriculture in the University of Ghana to serve as counterpart to the course chairman of the Masters of Agriculture Administration program. He must have had extensive experience in both Agriculture and Administration facilities in a University. His responsibilities will include: close advisory relationship with the University of Ghana officials involved in the MAA program; assists in developing curriculum, designing courses and evaluating the results of the program; conduct

regular conferences for instructors of the MAA program to coordinate the overall program and improve the instructional methodology and content; provides approval and necessary guidance to instructors conducting field studies; and identifies and recommends the participants for U.S. training and develops their U.S. training program.

4. Technical Assistance/Consultation TDY Services to Project
15 man-months 82.5

Short-term consultants (3 man-months per year) will be provided as needed to assure success in all three components of the project and to assist in evaluating the progress of improved management in the MOA. These consultants could assist in designing and/or conducting seminars or courses. They may assist in training potential instructors. Also, they could provide base-line data of management competence, organizational structure and finally, evaluate the program to ascertain if the desired change evolves. If the opportunity arises, consultants could be provided to assist in any re-organization of MOA as requested by the Ghanaian Government.

SUMMARY OF TECHNICAL SERVICE (cost in $000)

Category	Year (FY) 75	76	77	78	79	Total
(a) ARMS	130	130	130	65	65	520
(b) DAA	65	65	65			195
(c) MAA	65	65	65			195
(d) TDY	16.5	16.5	16.5	16.5	16.5	82.5

C. Participant Training
(168 man-months) 210.0

The participant training programmed in this PROP is aimed at improving the capability of Ghanaian instructors to conduct seminars and courses that will result in improved agricultural management and

planning in the MOA. The experience, education and background of each participant will be considered closely before determining the type of training that person will receive. That is, if a potential participant's background is highly agricultural, his training in the U.S. will be aimed at management and training methodology. However, if, as in the case of GIMPA instructors, his education is in administration, basic agricultural related program will be recommended.

SUMMARY OF PARTICIPANT TRAINING (cost in $000)
Year (FY)

Category	75		76		77		78		79		Total	
	$	MM	$	MM	$	MM	$	MM	$	MM	$	MM
ARMS	30	24	30	24	30	24					90	72
DAA	15	12	15	12	15	12	7.5	6			52.5	42
MAA	15	12	15	12	15	12	15	12	7.5	6	67.5	54
Total	60	48	60	48	60	48	22.5	18	7.5	6	210.0	168

B. Commodity Support

68.0

A small component of U.S. provided commodities is included in this project to provide each of the three components of the project (ARMS, DAA, and MAA) with a limited response capability for teaching materials, audio-visual equipment, teaching aids, and a minimum library supplement. Included in this category will be the provision of five vehicles for the project --- one for each technician and the AID Development Administration Office. Proprietary procurement is requested for Chevrolet Carry-All vehicles since parts and services are available in Accra only for this U.S. manufactured product and to continue AID's efforts to standardize vehicle imports into Ghana.

SUMMARY OF COMMODITY SUPPORT
Year (FY)

Category	75	76	77	78	79	Total
AID Dev. Admin. Off.						
a. vehicle	10.0					10.0
b. seminar mat.	1.0	1.0				2.0
ARMS						
a. vehicles	20.0					20.0
b. audio vis. aid	3.0	1.0	1.0			5.0
c. seminar mat.	1.0	1.0	1.0	1.0	1.0	5.0
DAA						
a. vehicle	10.0					10.0
b. aids and lib. supplement	1.0	0.5	0.5			2.0
MAA						
a. vehicle	10.0					10.0
b. aids and lib. supplement	2.0	1.0	0.5	0.5		4.0
Total	58.0	4.5	3.0	1.5	1.0	68.0

E. Other Costs 169.0

Local Costs
1. ARMS Facility 100.0

Adequate facilities for the Annual Regional Seminars are not available in Ghana. Therefore, construction of a building in Kumasi on the grounds of the Kwadaso College is necessary. This facility will include 2 classrooms, one auditorium, 4 small conference rooms, 40 individual lodging rooms, a kitchen and dining facilities. The total cost of these facilities (including furnishings) is estimated at U.S. $200,000. This project will provide a USAID grant of 100,000 to assist the MOA in early completion of the building. This is a non-recurrent expense. The GOG will also be responsible for all recurrent costs associated with this investment and will provide the required staff support.

2. Funding of Additional Faculty Members
60.0

The ambitious DAA and MAA programs projected in this project will incur a substantial additional teaching load on GIMPA and the Faculties of Agriculture and of Administration in the University of Ghana. Therefore, AID will assist by initially funding the basic salary of qualified Ghanaian instructors. For the DAA program this project will fund the basic salary of one additional qualified instructor for GIMPA as approved by GIMPA and USAID for the initial three years of the project. The MAA program will be assisted by funding the basic salaries of three additional qualified University of Ghana faculty members as approved by the U. of G. and USAID for the initial three years of the program. Two of these U. of G. faculty members are to be located in the Faculty of Agriculture and one in the School of Administration. All three Ghanaian institutions will fund these instructors after the initial 3 years of the project.

SUMMARY OF FUNDING ADDITIONAL FACULTY MEMBERS

Category	Year (FY) 75	76	77	78	79	Total
DAA	5.0	5.0	5.0			15.0
MAA						
Agr.	10.0	10.0	10.0			30.0
Admin.	5.0	5.0	5.0			15.0
Total	20.0	20.0	20.0	-	-	60.0

3. Field Study Funding
(000's)
9.0

To achieve the goal of improved management in the Ministry of Agriculture, it is essential that all course studies given in the DAA and MAA programs be relevant as possible to the Ghanaian agricultural situation. Therefore, it is necessary that the instructors of these

programs conduct field studies in Ghana as related to their course of study to Ghana --- both social and economic. This project will act as a catalyst to do this by providing funds to be used for conducting field studies and for the instructors time devoted to the studies.

SUMMARY OF FIELD STUDY FUNDING

Category	Year (FY) 75	76	77	78	79	Total
DAA	2.0	1.0	1.0			4.0
MAA	2.0	1.0	1.0	1.0		5.0
Total	4.0	2.0	2.0	1.0	0	9.0

SUMMARY OTHER COSTS

Category	Year (FY) 75	76	77	78	79	Total
ARMS Facility	100					100
Field Study	4	2	2	1		9
Additional Faculty Members	20	20	20			60
TOTAL	124	22	22	1		169

SUMMARY AND INPUTS

Category	75	76	77	78	79	Total
I. Overall Project						
A. AID Development Admin. Officer (DAO)	ADMINISTRATIVE EXPENSE NOT CHARGED TO PROJECT					
B. DAO Support (i.e. housing, office, supplies, etc.)	ADMINISTRATIVE EXPENSE NOT CHARGED TO PROJECT					
C. Commodities	11.0	1.0				12.0
D. Tech. Asst. TDY	16.5	16.5	16.5	16.5	16.5	82.
II. ARMS Program						
A. Technical Asst.	130.0	130.0	130.0	65.0	65.0	520.
B. Participant Trng.	30.0	30.0	30.0			90.
C. Commodity Support	24.0	2.0	2.0	1.0	1.0	30.
D. Local Costs	100.0					100.
III. DAA Program						
A. Technical Asst	65.0	65.0	65.0			195.
B. Participant Trng.	15.0	15.0	15.0	7.5		52.
C. Field Study Funding	2.0	1.0	1.0			4.
D. Add'l Faculty Mem.	5.0	5.0	5.0			15.
E. Commodity Support	11.0	0.5	0.5			12.
IV. MAA Program						
A. Technical Asst.	65.0	65.0	65.0			195.
B. Participant Trng.	15.0	15.0	15.0	15.0	7.5	67.
C. Field Study Funding	2.0	1.0	1.0	1.0		5.
D. Add'l Faculty Mem.	15.0	15.0	15.0			45.
E. Commodity Support	12.0	1.0	0.5	0.5		14.
TOTAL	518.5	363.0	361.5	106.5	90.0	1,439

VII. GOG Contributions to the Project

The Ministry of Agriculture is the focal point for the administration of this project. The Ministry will be responsible for overall coordination and guidance of the project selection of candidates for training and providing major inputs into the overall program. The MOA collaboration with the University of Ghana and GIMPA is essential for the success of this project. The establishment of a close working relationship among the MOA, University of Ghana and GIMPA in working toward a national goal of increased food production will go much to enhance the capability of each institution.

A. MOA Inputs

1. Strengthen the MOA Manpower Training Office whose responsibilities toward this project will include:

   a. overall coordination of the entire project including GIMPA, IAA, and MLA.

   b. competitive selection or designation of trainees/students as appropriate

   c. establish a formal agreement with trainees/students and participants for a minimum period of service with MOA following completion of studies.

   d. placement of trainees/students from IAA and MLA programs into responsible managerial positions commensurate with their education and experience,

   e. development of a plan to recommend utilizing IAA program as a vehicle to promote Senior, Principal and Chief Technical Officers to Agricultural Officer level,

4. AIMS Program

   a. Provide funds (approx. $10,000 per year) for construction and furnishings of facilities for AIMS program case rooms.

   b. Provide four professional staff members as instructors at AIMS.

   c. Travel-e salary and travelling expenses for all instructors and trainees, including travel expenses.

   d. Designate one regional manager (GS- through GS8) to pre-screen for seminar once per year.

   e. Provide seminar leaders as required.

   f. Fund outside instructors as required.

   g. Provide consulting activities as needed.

3. SMA Program

   a. Program coordination and curriculum activation.

   b. Provide salary and full tuition fees for trainees including travel expenses.

   c. Make executive staff available particularly as seminar leaders (e.g. MA Executive Discussions Seminar).

4. MA Program

   a. Program coordination

   b. Provide salary and full tuition fees for students, including travel expenses.

   c. Select students on a competitive basis in coordination with the Professor-Incharge of the program.

B. CNMA Inputs

   1. AIMS Program

      a. Provide qualified seminar leaders as required.

[illegible]

4. [illegible] Program
   a. Designate course [illegible] who will serve as coordinator to the U.S. Services.
   b. Provide adequate living quarters, classrooms and teaching facilities for 25 participants. (This includes augmenting the capabilities of the planned space to room for 30 more rooms.)
   c. Provide qualified faculty as required.
   d. Provide funding for outside instructors.
   e. Arrange for field trips and observation tours.
   f. Provide all assistance of U.S. Services, including course content and logistics for successful implementation of pilot program.
5. [illegible] Program
   a. Make available qualified instructors as required.
   b. Provide access to library facilities for the students and faculty.

B. University of Nuevo Angelo
   1. [illegible] Program
      a. Provide qualified senior leaders as required.
   2. [illegible] Program
      a. Make available qualified faculty as required.
   3. [illegible] Program
      a. Establish the program as an integral part of the University graduate program.
      b. Designate a Professor-in-Charge of the program to be located in the faculty of agriculture who will serve as coordinator to the U.S. Services.

c. Provide adequate living quarters, classrooms and teaching facilities for 12-15 students per year. (A total of 25-30 students at any one time during the 2 year course)

d. Faculty of Agriculture shall provide qualified faculty as required and work with U.S. adviser in developing the curriculum, course content and teaching methodology.

e. Faculty of Agriculture shall provide funding for outside instruction per University regulations.

f. Faculty of Agriculture shall be responsible for administration of academic standards and requirements.

g. School of Administration shall provide qualified faculty as required.

SUMMARY OF GOG CONTRIBUTION TO PROJECT

In determining the cost contribution of the GOG to this project, was decided to only include those costs from the Ministry of Agriculture as the costs to GIMPA and University of Ghana will be defrayed by the MOA through payments of tuition, lodging, etc. directly to these two institutions.

SUMMARY TABLE OF GOG CONTRIBUTIONS TO PROJECT
Year (FY) - ($000)

	Category	75	76	77	78	79	Total
A.	MOA Manpower Trng Office						
	1. Staffing	17.2	17.2	17.2	17.2	17.2	86.0
	2. Physical	32.0	28.0	28.0	28.0	28.0	144.0
B.	ARMS						
	1. Building & Furn.	70.0					70.0
	2. Instructors	17.2	17.2	17.2	17.2	17.2	86.0
	3. Support Staff	11.0	11.0	11.0	11.0	11.0	55.0
	4. Trainees Fxpense (Salary, travel & Trng Expenses)	93.0	93.0	93.0	93.0	93.0	465.0
	5. Salary AID Partic.	7.0	7.0	7.0			21.0
C.	DAA						
	1. Training Fees	68.0	68.0	68.0	68.0	68.0	340.0
	2. Salary & Trav. Ex. of Trainees	65.0	65.0	65.0	65.0	65.0	325.0
D.	MAA						
	1. Tuition, Bd. & Rm.	11.0	22.0	22.0	22.0	22.0	99.0
	2. Salary & Travel Ex.	45.0	90.0	90.0	90.0	90.0	405.0
	TOTAL	436.4	418.4	418.4	411.4	411.4	2,096.0

VIII. Project Evaluation

Due to the nature of this project, it is proposed that two independent evaluations of this project be conducted, one after two years and one at the end of the project. They would be carried out by an objective team composed of non-mission personnel. Funding is provided for as costs for consultation.

It is expected the evaluations would be guided by terms of reference established by the team, but appropriate consideration needs to be given the differences due to the various project components. Criteria for evaluation should be based upon statements in the log framework matrix expecially the outputs and inputs. It is also important to determine if institutional commitments were met on a timely basis as presented in the Assumptions and Issues section. Based on the results of the two year evaluation, modifications of the project should be made as necessary.

ANNEXES I, II, III and IV

ANNEX 1

July 23, 1974

NECESSARY INGREDIENTS OF A PROGRAM OF "MANAGEMENT IMPROVEMENT" IN AN ORGANIZATION

by

W.B. Berg

I. Immediate and Wide Impact Approach

A. In-Service Management Skills Seminars

The problem of management and organizations being an obstacle to development is not one just recently recognized. AID has in former years in many countries tried to assist developing countries in overcoming these obstacles. However, the results have not noticeably produced the desired results. We have, in many cases, assisted in establishing Institutes of Public Administration that were designed for students that probably would not become managers for many years. These Institutes are highly academic and do very little in providing the skills necessary to become a good manager. Also, many of the students of such Institutes do not become managers for quite a few years after graduation and have therefore forgotten much of what they learned in the Institute. AID has also sent individuals abroad and to regional or in-country management training program to be trained as better managers. However, these individuals return to their respective ministries only to find that the Ministry has not changed and the individual alone can have little effect, even if well-trained, on the improvement of management in his own ministry.

There is an approach that can have immediate impact on management improvement in an organization --- but it must have all of the following ingredients:

1. One-organization Training

The only really effective known approach which produces immediate results is that of concentration of training of all managers, from top to bottom, within one organization. By locking co-managers from the same organization (Ministry, Department, Project, Region, etc.), up in a seminar room together: problems can de discussed; new management techniques presented, discussed and either adopted/, adapted/ or rejected; specific objectives of the organization determined, agreed upon, planned and programmed; teamwork established, coordination greatly improved; and a distinct improvement in each individuals management capability.

As a result of the 'one-organization' approach each manager now speaks the same language of management as the rest of the organization and he now knows what he can do, can't do, and what is expected of him. Through the 'one-organization' approach planning cannot only be taught, but practiced -- not with hypothetical case studies, but actual planning for the organization for a given period of time can take place. Each trainee is then a part of the plan and he can then program his responsibility to carry out the plan to meet the pre-determined objective. These plans can then be reviewed and criticised and often improved upon by the rest of the group.

So, the 'one-organization' approach is really more than just a training seminar. It is an opportunity for co-managers that work within the same framework to learn and discuss together their working relationships, their on-the-job managerial behavior, their work plans, and the limits within which they can work, coordinate and cooperate.

2. Training By and For the Organization

Management In-Service Training must be aimed at 'changing' -- hopefully, a change for the better. For if, at the end of a seminar no change takes place, the time of the seminar leaders, and of the managers and of the organization has been wasted. An organization cannot afford to be in the charity business of just educating its staff. It must expect and receive change.

Too often when managers are sent to an institution outside of its organization for training, the trainees, whether true or not, assume it is an academic exercise. However, if the training is done by the Ministry itself, it is at least implied that what is taught is expected to be used. This can make a real difference in the learning, that is change, that takes place after a seminar.

3. Top to Bottom Training

Invariably in any management training program I have received the comment "this seminar is good --- my boss should take it." As managers it is much more comfortable when discussing methods and techniques of management to relate them to how our boss is managing

(or mis-managing) us rather than how we are managing our subordinates. Management training, starting at the top, removes this obstacle. Also, there is the obvious fact that top managers need management training more than lower management -- the higher the position, the higher the decisions/responsibilities and thus the higher cost of poor decisions and poor management. Finally, top management cannot and does not really support management training until they understand exactly what their subordinates are trained to do. If top management does not know what their subordinates are being trained to do, they probably will not allow them the responsibility they are being trained for.

4. Training Must be Experiential and provide trainees with tools of better management. As mentioned earlier, management in-service training must be aimed at immediate change. The only way this can be done is by maximizing the participation of the trainees during the seminar. While theories, principles and lectures are necessary, tools of management must be provided so that the trainees can practice using them while in the seminar: For every hour of lecture, there must be at least 3 hours provided for the trainee to practice using the theories and principles of management. Wide use of management games, role-playing, case studies, individual planning and group discussions must be used. We learn best by 'doing' that which is to be learned.

5. Results Must be Expected and Evaluated

Too often training programs are conducted and learning or results assumed. Methods must be used to force desirable results. Not doing this is like a salesman giving a sales-pitch and then not asking for the order. Trainers must ask for the order. Examples include: Each trainee's objectives for the coming year and his work-plan that he has developed in the seminar should be reproduced and given to the boss of the trainee. Also, at the completion of the seminar, each trainee should be asked to write "what I will do differently on-my job as a direct result of this training". These should be collected and given to the trainees boss. These tools provide the boss and the training unit with a basis for evaluation. That is, simply, did he accomplish the objectives he established and did he manage differently as he stated? Without these methods organizations can only assume change and never really know for certain if the training was worthwhile.

PRELIMINARY DRAFT
FOR DISCUSSION ONLY

ANNEX II

September 19, 1974

AGRICULTURE MANAGEMENT DEVELOPMENT PROJECT

The Ministry of Agriculture has recognized the need to continue to improve its ability to manage the agricultural resources of Ghana. Increased agricultural production, especially through small farmers, is dependent upon improved use and allocation of agricultural sector resources. This goal can only be achieved through continuing improvement in the planning skills and managerial techniques used in agricultural programs.

The Ministry of Agriculture has requested the U.S.A.I.D. to assist in the development of an agriculture management training project to help fulfill this critical need. The following proposed project would assure an infusion of well qualified managers in the short-run while developing the managerial capacity of the MOA agricultural administrators in the long-run. The entire project is focused upon the practical needs of agricultural managers at all levels in the MOA.

The proposed project is scheduled to last for a total of five years. It consists of the following three basic components:

1. Agriculture Regional Management Seminars (ARMS) for 2 week continuous in-service training seminars.

2. Diploma in Agricultural Administration (DAA) for a 9-12 month intensive management course.

3. Master of Agricultural Administration (MAA) for a 2-year graduate level degree program.

The Ministry of Agriculture is the focal point for administration of this project. The Ministry will be responsible for overall coordination and guidance of the project, selection of candidates for training and providing major inputs into the overall program. The MOA collaboration with the University of Ghana and GIMPA is essential for the success of this project. The establishment of a close working relationship among the MOA, University of Ghana and GIMPA in working toward a national goal if increased food production will do much to enhance the capability of each institution.

The USAID will provide a Development Administration Officer(DAO), in addition to other technicians and inputs provided in the proposal. The DAO has the responsibility to work closely with the office within the MOA that coordinates the overall three component program. He will also serve as a counterpart to that office director. In addition, the

DAO will lead a special seminar for those with teaching responsibilities. The USAID views this project as an essential step toward achieving the goals of the Ghanaian agricultural sector.

The attached papers include suggested course content or curriculum of each project component. It must be emphasized that these are described only for discussion purposes and in no way should they be interpretted as being the final component course content.

PROPOSAL FOR AGRICULTURAL REGIONAL MANAGEMENT SEMINARS (ARMS)

I. Purpose

The course is designed to provide basic skills required for effective management of agricultural programs by middle-level officials of the MOA assigned to the regions. This will be carried out through continuous short-term in-service management seminars.

I. Organization and Requirements

- Two special Executive Development Seminars (one for ADAs and one for PAOs) for two weeks each will be held initially to acquaint higher-level officials with the nature of the program as well as develop managerial skills.

- The two week in-service management seminars will be conducted annually for each region.

- Seminars will be located at Kwadaso near Kumasi upon completion of construction of adequate facilities.

- Instruction will initially be a joint effort by MOA and USAID and supplemented by GIMPA as required.

- Facilities will be adequate for two seminars concurrently with 20 participants in each seminar.

II. Course Content

- Each year a seminar will be designed to improve the managerial/planning skills of the regional managers. New tools of management will be introduced and practiced as determined by specific needs of the regional personnel. To promote annual planning and work plans, the concept of Management by Objection will be used yearly.

PROPOSAL FOR DIPLOMA OF AGRICULTURAL ADMINISTRATION (DAA) PROGRAM

I. Purpose

The course is designed to provide skills required for effective management of agricultural programs by mid-career officials in the Ministry of Agriculture (MOA) who are unable to participate in a graduate degree program.

II. Organization and Requirements

- The course will be located at GIMPA.
- Instruction will be provided by GIMPA supplemented by the University of Ghana as required.
- The 9 to 12 month course will have a limited class size of 25 participants per year.
- Enrollment will be available to qualified officials of the MOA at the position levels of STO, PTO, CTO, AO and PAO with or without, a bachelor degree.
- The course will not have examinations.

III. Course Content

- Management Skills

  Includes such skills as identification of various management styles, delegation of authority, supervising, directing, planning, organizing, controlling, communicating, group dynamics, team work and consultation techniques.

- Motivation and Productivity

  Includes study of Maslow, Herzberg and McGregor involving job enrichment and satisfaction, as well as methods of motivation to help achieve increased productivity.

- Management Methods and Systems

  Use of management by objectives to determine goals, set priorities, determine needs to achieve objectives, identification of constraints, alternative methods to alleviate constraints, resources and inputs required and how to use them.

- Management Problems Seminar

  Case study of management problems knowledgeable to course participants. Includes problem analysis, presentation and discussion by group.

- Applied Agricultural Economic and Social Development

  A macro view of elements necessary to attain national goals. Includes place of agricultural goals in national priorities, relationship of agriculture to social and economic facets of the society, linkages to other sectors of the economy such as health, education, urban and other significant relationships such as employment, exports, imports, taxes and farm credit.

- Applied Statistics and Data Analysis

  Utilization of available data and information for management decisions. Includes how to read, interpret and analyze field and research reports, bank and government statistics, and external donor reports.

- Management of Extension Programs

  Development of plan of work including organization of a management information system incorporating a feedback and exchange mechanism. Plan of work should be related to participant's own office. It should include field trips to observe situations in various districts.

- MOA Executive Discussions

  At initial meeting, Commissioner of Agriculture or Director of Agriculture present the purposes and priorities established by the MOA and the general approach that will be used to attain them. Subsequent meetings would include similar presentations by Deputy Directors regarding their departments and Assistant Directors concerning their respective regions. All one hour presentations would be followed by one hour of discussion or questions and answers.

- Two Week Foreign Observation Tour

  (For example, Kenya, Tanzania or Nigeria)

PROPOSAL FOR MASTER OF AGRICULTURAL ADMINISTRATION (MAA) PROGRAM

I. Purpose

The program is designed to provide post-graduate level skills required for effective management of agricultural programs and enterprises by high level agricultural administrators in the MOA and other agricultural organizations. Satisfactory completion of the course of study will lead to the degree of Master of Agricultural Administration.

II. Organization and Requirements

- The course of study will be located within the Faculty of Agriculture, University of Ghana at Legon.
- Instruction will be provided by the University of Ghana supplemented by GIMPA as required.
- The 2-year course will have an initial class size of 12-15 students per year (total of 25-30 students.)
- Enrollment will be available on a first priority basis to qualified officials of the MOA. Other students enrollment shall be as deemed by the University of Ghana.
- There will not be a thesis required for this problem however, research papers or management consultation and analysis shall be required which contain the equivalent quality standards and rigor of a thesis.
- The program includes 45 semester hours of course work and the equivalent of 6 semester hours of research papers or management consultation and analysis.
- There shall be a basic course requirement of 39 semester hours for all MAA students (including the equivalent of 6 semester hours of research papers or management consultation and analysis) and the choice of one of two available options to complete the additional 12 semester hours required.

III. Course Content

Basic Requirements

- (3) The Management Process

  Examination of the process of management and the nature and impact of its individual principles upon the management task.

- (3) Motivation and Productivity

  Examination of alternative methods of improving human motivation and productivity and alternative systems for recognizing and equitably rewarding improved performance.

- (2) Public Relations for Agricultural Enterprises and Agencies

  Objectives of public relations programs, methods for achieving objectives and alternative ways of evaluating the impact of public relations programs.

- (3) Agricultural Development and Planning

  The role of planning in a developing agricultural economy. Data needs for effective planning, assessment of objectives and alternatives. Impact of agricultural development upon individual farms, the rural economy, and the industrial base.

- (3) Micro economics

  Economics of the firm including marginal analysis, production functions, cost and revenue functions

- (3) Macroeconomics

  Demand and supply functions, competitive models (competition, monopoly, oligapoly), economic equilibrium, wages, savings, investment and income theory.

- (2) Elements of Statistics

  Basic statistical principles and methods, regression, analysis of variance, deviation and chi square. Statistical tests and their meaning, probability theory, sampling methods and basic experimental design.

- (1) Statistics for Administrators

  Application and interpretation of most widely used statistical measurements for administrators.

- (3) Modern Management

  Principles and styles of management, delegating, organizing, coordinating, leading and controlling in agriculturally related organizations.

- (3) Accounting I

  Basic accounting procedures and systems, cost centers, cash flow, operating statements, balance sheets.

- (3) Agriculture Business Law

  Basic legal codes regulating commercial activities in agricultural production, processing and distribution related to agricultural labor, contracts, land use, ownership, partnership and cooperatives.

- (2) Rural Credit

  Need for and use of credit for agricultural development, systems for making credit available, supervision requirements, credit counselling for lenders and borrowers.

- (1) Seminar on Agricultural Cooperatives.

- (1) Seminar for Agricultural Consultants.

- (6) Six semester hours equivalent for two major papers or serve three months as a consultant to an agency or commercial enterprise and prepare an analysis of the management systems with recommendations for improvement.

Option No. 1

- (3) Development Economics and Administration

  Assessment of alternative development schemes and examination of administration requirements and systems needed to manage public development projects.

- (3) Local Government Organization and Functions

  Examination of local government organization as related to its functions and objectives.

- (3) Computer Science

  Use of computers for alternative policy choices, routine agency operations and data retrival systems.

- (3) Quantitative Management Systems

  Data needs and organization for effective enterprise management including management tools such as PERT, management by objectives, organization and management and work simplification.

Option No. 2

- (3) Farm Management

  Basic management tools for resource allocation, production planning and evaluating profitability.

- (3) Price Analysis and Economic Forecasting

  Factors affecting commodity prices, nature of price, supply and demand changes for major commodities. Basic data needs and analysis methods for economic forecasting.

- (3) Accounting II

  Continuation of Accounting I with elaboration of cost accounting systems and use of accounting data as a management tool.

- (3) Marketing and Supply Management

  Domestic and export marketing of agricultural products, logistics and management of input supply systems, economic considerations in the integration of marketing and supply systems.

ANNEX III

References Used in Design of Project

Ghana Institute of Management and Public Administration Calendar 1973-74

University of Ghana Catalog 1973-74

A Study of the Organization, Manpower Development and Training of of the Ministry of Agriculture by M. O. Watkins, PhD and Horatio Mends, June, 1974

PPP (Preliminary Project Proposal) and related documents

Scope of Work Design Study Team

GOG Report of the Salary Review Committee

ANNEX IV

Abbreviations Used In PROP

ADA - Assistant Director of Agriculture

AID - Agency for International Development

AID/W - Agency for International Development in Washington

AO - Agriculture Officer

ARMS - Agriculture Regional Management Seminars

CAO - Chief Agricultural Officer

CIDA - Canadian International Development Agency

DAA - Diploma of Agricultural Administration

DAO - Development Administration Offices (AID)

GIMPA - Ghana Institute of Management and Public Administration

GOG - Government of Ghana

MAA - Masters of Agricultural Administration

PAO - Principal Agricultural Office

PASA - Participating Agency Service Agreement

PIO/C - Project Implementation Order/Commodities

PIO/T - Project Implementation Order/Technicians

PRO/AG - Project Agreement

PTO - Principal Technical Officer

REDSO - Regional Economic Development Services Office

SAO - Senior Agricultural Officer

STO - Senior Technical Officer

TO - Technical Officer

U of G - University of Ghana

USAID - United States Agency for International Development