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AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT PAPER FACESHEET		1. TRANSACTION CODE <input type="checkbox"/> A ADD <input checked="" type="checkbox"/> C CHANGE <input type="checkbox"/> D DELETE		PP 874 2. DOCUMENT CODE 3
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A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L.C.	D. TOTAL	E. FX	F. L.C.	G. TOTAL
AID APPROPRIATED TOTAL	484	90	574	2,227	109	2,336
GRANT:	484	90	574	2,227	109	2,336
LOAN:						
OTHER U.S.:						
HOST COUNTRY	16	177	193	76	2,596	2,672
OTHER DONOR(S)						
TOTALS	660	267	927	2,303	2,705	5,008

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 77		H. 2ND FY 78		K. 3RD FY 79	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	663	710		574		404		519	
(2)									
(3)									
(4)									
TOTALS									

A. APPROPRIATION	N. 4TH FY 80		O. 5TH FY 81		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED MM YY 03 80
	C. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1) EH	491		348		2,336		
(2)							
(3)							
(4)							
TOTALS							

13. DATA CHANGE INDICATOR. WERE CHANGES MADE IN THE PID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED PID FACESHEET.

1 NO
 2 YES

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ECONOMIC AND RURAL DEVELOPMENT MANAGEMENT

PROJECT PAPER

(S41-0077)

APRIL 8, 1976

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ACRONYMS USED

AID/W	Agency for International Development Headquarters in Washington, D.C.
CIDA	Canadian International Development Agency
DCE	District Chief Executive
FY	Fiscal Year
GIIPA	Ghana Institute of Management and Public Administration
GOG	Government of Ghana
MEP	Ministry of Economic Planning and Development
ODA	Office of Development Administration in USAID
PAR	Project Appraisal Report
PASA	Participating Agency Service Agreement
PEC	Project Evaluation Committee
PID	Project Identification Document
PP	Project Paper (final document for project approval)
ProAg	Project Agreement
PRP	Project Review Paper
PSC	Personal Services Contract
TQ	Transition Quarter
USAID	The U.S. Agency for International Development Mission to Ghana
USG	The United States Government

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II. DESCRIPTION OF PROJECT

The Government of Ghana is committed to a broad ranging rural development policy to be carried out on a decentralized basis. Rural people are to be involved in the development process through district level planning and implementation systems. The purpose of this project is to establish the capacity within each region to provide training and consultancy services in planning, coordination and management for district and regional level officials and council members.

To carry out this project, a team of three full-time Ghanaian trainers/consultants will be established in each of the nine regions of the country. The multi-disciplinary team will include one person with experience in administration, and one with experience in regional planning, and one with experience in a technical ministry that is involved in rural development in a region.

The regional teams will have these responsibilities:

1. To prepare training seminar/workshops for regional and district council members, district chief executives and for representatives of decentralized ministries at the regional and district levels;
2. To conduct annual training seminar/workshops in planning, coordination, and management skills for these groups;
3. To continually assess and redesign the training programs to better meet local needs.

Training sites will be located at the regional capitals where facilities are available for residential-type training. Regional council members and the staffs of decentralized ministries at the regional level will be the first to participate in a two-week seminar/workshop. Next, personnel from the district level will be trained together as a team at the training site. These seminar/workshops for the districts will be three weeks long with the district council members attending only one week of the program. The district level officers will attend all three weeks of the program.

Each region will hold seminar/workshops for each district in its area on an annual basis. One product of the training sessions will be a district development plan which will feed into the annual budget cycle. The cooperative project will continue for three annual training cycles at which time it is expected that the program will be firmly established on a continuous basis and foreign assistance can be phased out.

A Project Coordination Committee will be established at the national level to provide policy guidance and inter-ministerial coordination for the project. This committee will include senior level

representatives of the Ministries of Economic Planning, Local Government, Health, Agriculture, and Social Welfare and Community Development and the Ghana Institute of Management and Public Administration (GIMPA).

A Project Secretariat will be provided by the Ministry of Economic Planning to direct the project. This staff, at the national level, will select the regional trainers, supervise program development, monitor and evaluate the program, and provide logistical support for the project.

The Government of Ghana contribution to the project during the five-year cooperative, initiation stage is estimated at \$2.7 million. They will provide the overall Project Coordination Committee, the central Project Secretariat, the regional training/consultancy teams, training support facilities and materials, and room and board for the trainers during the seminar/workshops.

The U.S. contribution to the project over the five-year period will consist of a grant of \$2.4 million to cover four U.S. technical advisors to work with the project, limited participant training for key project personnel, and essential commodity support items including vehicles and audio-visual equipment. The four U.S. advisors will be assigned to regional capitals in the interior of the country. Their initial task will be the training of trainers which will be carried out at a central location within Ghana on an intensive basis for the regional training teams. Each U.S. advisor will then work with the training teams in two regions to develop and modify the program content, to continue the training of trainers and to assist in the initiation of follow-up consultancy services within the districts on management of development problems. In addition, a U.S. Project Liaison Officer will be assigned to monitor the project and to work with the Project Secretariat in Accra.

III. SUMMARY FUNDING

The project presented in this Project Paper is ready for implementation. The PP recommends that action be taken on Congressional Notification in order that the project be initiated in FY 1977. Early action on the project as proposed is essential. The findings of both the Technical Analysis and the Social Analysis clearly indicate the immediate need for a project of this nature.

The project as recommended herein represents a considerable increase in cost and time over the PID. Discussions with the GOG at all levels and the analysis of the situation that currently exists resulted in a conclusion that the project be much larger in scope than previously envisioned. Hence the redesigned project has both cost and time increases. The need for this type of a program is elaborated on in both the Technical Analysis and the Social Analysis.

This project as currently designed meets all the relevant criteria established by law.

IV. PROJECT ISSUES

A. WILL THE PROJECT HELP THE RURAL POOR?

It can be argued that the District Councils and their staffs are not the ideal intermediary institutions to attack low-end poverty in Ghana. Their services may tend to favor the larger, more accessible communities and their relatively more advantaged citizens rather than the more remote villagers. Perhaps alternative grass roots organizations, such as farmers organizations with more direct income generating activities, would better serve the less advantaged groups in rural Ghana.

However, the project is supportive of a broader, integrated approach to rural development which includes both public and private organizations at the local level. This approach is the accepted strategy of the GOG, USAID and other international assistance agencies.

Among the public institutions involved in rural development, the District Council is the basic organization to coordinate local action efforts. Through its Town and Village Development Committees, the District Council reaches down to the smaller villages. It is thus considered an opportune institution to stimulate local action and to direct it toward effective rural development purposes. The District Council also reaches upwards to link the community with development agencies and their programs. This project will help the District Councils to develop the planning-coordination-management skills needed to better play these local development roles.

ARE THE PROJECT'S COST, TIME SPAN AND GEOGRAPHICAL SCOPE REASONABLE?

The Project Identification Document proposed a lower cost, shorter term pilot project to be carried out in two regions. In carrying out the intensive analysis of this project, it was decided to initiate a nation-wide program which necessarily increased its cost and expanded its time frame.

This decision was based on the desire of the GOG to move ahead on this project in all regions at this time. It is difficult to favor certain areas over others in the selection of pilot projects and the doubt always exists as to how rapidly they will be expanded to the neglected areas. In view of the periodic transfer of Ghanaian personnel from region to region it was also considered desirable to have a uniform country wide program from the beginning.

The present budget is considered minimal for the successful initiation of the project on a national basis. The key cost factor on the U.S. side is for four long-term advisors at the regional level. Several alternative models were analyzed and four advisors each covering

two regions was decided to be the best ratio of advisors to program activities as the project reaches out through the regions to all 62 districts of the country. These advisors will have a crucial role in training the trainers in program design, evaluation and redesign during the first four years of the project.

C. ARE NEW ORGANIZATIONS NECESSARY TO IMPLEMENT THE PROJECT?

Several existing institutions in Ghana perform project related functions. In view of the difficulty of creating new institutions, it is logical to ask why one of them is not being used as the sole implementing agency.

The answer rests in the inter-disciplinary, coordinating nature of the project. If it is to be successful, it will be necessary to bring together the skills and ideas of the Ministries of Economic Planning, Local Government, and other agencies concerned with rural development, as well as the Regional Commissioners, the DCEs and CIMPA. The design of the project reflects this network approach with a coordinating committee at the national level and an inter-agency training team at the regional level.

Primary responsibility for project direction, however, will be assigned to the central agency most closely related to the project's purpose, the MEP. The Project Secretariat will be a new unit in this Ministry but, it will have the advantage of being part of a strong, central ministry with existing linkages to the regional level.

The GOG is also considering assigning the Secretariat coordination responsibility for its various other training programs.

D. WILL THE PROJECT BE GHANAIAN?

Will the presence of four foreign advisors tip the scales toward producing a foreign rather than a Ghanaian product in this project? All who have been concerned with the design of the project agree that it must be Ghanaian in its essence for it to succeed in the long run.

The answer must lie in the quality and early assignment of Ghanaian personnel to the project. They should be in place before the foreign advisors arrive. Secondly, the personality and approach of the advisors selected is important. They must have a supportive rather than a dominant attitude and role. They must work with their Ghanaian counterparts to develop an integrated approach blending the best elements of Ghanaian decentralization philosophy, knowledge of district level culture and attitudes and modern concepts of planning, coordination, and management.

7. VIII THE PROJECT COMPLEMENT THEIR MISSION ACTIVITIES IN RURAL DEVELOPMENT

The GOB and the Mission consider the District Council as the key local level planning and coordinating mechanism for integrated rural development. This project, by improving the quality of District Council effectiveness, will have a direct facilitative role in furthering other rural development activities. The Mission's District Planning and Rural Development Project (073), for example, focuses on the development of a pilot rural development system in one district. This project will help that district improve its planning and management capability in order to more effectively utilize the resources provided in the 073 project. It will similarly lay the groundwork for better use of the inputs through NIDAS (067) and other rural development activities supported by the Mission and the GOB.

7. DOES THE PROJECT DUPLICATE SIDA - CIDA TRAINING EFFORTS?

CIDA is working with SIDA to carry out training activities at the national level in the Ministry of Economic Planning. CIDA is also carrying on training for DCEs on a one time basis.

The present project will complement both of these efforts. The effort with CIDA approaches planning from the top down. This project will start from the bottom up. The DCE course provides part of the inputs at the district level which this project will establish on a broader continuing basis. CIDA, through its role on the Project Coordination Committee, will serve as the linkage and integration of these programs.

7. OTHER ISSUES

AID/Washington in State 33618 of September 27, 1975, raised a series of other issues about the project which have been dealt with in the appropriate sections of this paper. These issues include:

- 1) Description of the training program;
- 2) Determination of training needs to achieve rural development goals; and
- 3) Institutional mechanism.

This cable also raised the question of project related research. No funds in this project will be set aside specifically for research. However, continuing studies and evaluations will be carried on throughout the project to ensure its effective design, content and implementation.

PROJECT BACKGROUND AND
DETAILS DESCRIPTION

I. BACKGROUND

The Government of Ghana (GGG) initiated a new local government set-up in 1976 that has the effect of decentralization of various technical ministries involved in development projects, devolution of authority and increased participation of local institutions in the development process. See Technical Analysis and Social Framework Analysis (Part 3, sections I and II) for detailed historical background and description of new local government set-up. Discussions between UNDP/Ghana and GGG officials regarding the need for training at the District level to further the concepts of the new structure led to submission of a Project Identification Document (PID) in June, 1978, and its subsequent approval. The PID envisioned a unique pilot training program that includes a U.S. grant of \$100,000; therefore, a PID was not prepared.

Working discussions resulted in a formal request from the Ministry of Economic Planning in November, 1978, for a joint Ghanaian/U.S. Study Team to make recommendations for a project of creating District Councils to improve management and planning. The team initiated the study in March/April, 1979, and prepared the Project Paper for the proposed project.

12. STATE OF DEVELOPMENT

This project is intended to report on the progress of economic development of the rural areas through systematic investment of rural people in the development process. It will give to the community leaders in the rural areas of the planning, construction and financial aid for rural development. The project will be conducted as a major program of community development and will focus on the financial and the social aspects of rural development. Planning or preparing in the development areas of people in the rural areas. The rural development activities and social activities for financial aid given in the various community development centers.

Measurements of achievement of the subject area include: financial institutions of community development groups; financial training opportunities for the rural areas of financial planning; integrating programs among institutions; target and other similar projects established in the financial areas and a changing organizational structure of government activity in the financial areas. Only from the financial area activity conducted in the financial development areas.

In addition, comparison to state in conducting systematic work of the subject in the community development area in rural areas in alternative to state the role in economic. The financial activities and social activities include the development and commitment to the area of community development. The activities include that the community work in rural areas. Financial aid and other comparison is needed that the rural areas which are not being implemented and are in rural areas and other groups the concept of a community development in the financial areas. Hence, the financial activities in the rural areas include the activities that is being conducted in the various groups and the changing role government in rural areas. The rural development area become part of a rural area work in the rural areas. Financial comparison work in that the financial government work in rural areas. Financial aid in community development work in the financial areas. The role of the government in the development and construction of rural areas development, and the role in the government organization which conducted the rural areas. Therefore, it is necessary to ensure that the community work that rural areas. The rural development work in the financial areas in that rural areas in community development activities in rural areas financial planning in the financial areas. The role is required in rural areas in financial development of government in rural areas of economic for various organizations. It, state

this assumption may seem like a "giant step," it is reasonable to assume that it will also hold true.

As a means toward accomplishing the sub-goal, the purpose of this project is to establish an effective planning, coordination and management training program for district and regional level officials and councilors. It is expected that the project will result in the establishment of an ongoing institutional capacity within each region to provide training and consultancy services to the districts. Other conditions expected to be present at the end for the project are nine training teams functioning (one in each region), a decreased incidence of error in estimates (budgets) submitted by the districts, program rather than project budgets, more efficient utilization of the resources available to the districts. Districts Councils evaluating local needs and setting priorities for their attainment, larger and more complicated projects under the control of the District Councils, increased interaction and coordination among the decentralized ministries at the district level and increasing utilization of the consultancy services.

Two assumptions have been made which can have an important bearing on the success of the project. The first is that the GOG can provide incentives necessary to hold and stimulate professional growth of qualified people. Highly motivated and qualified people remaining with the training teams are essential to its institutionalization. While a certain turnover will have been expected and will be beneficial, it cannot become too large over any one time period. The positions are being established at an attractive pay level that should attract and hold qualified people. In addition, these positions can be viewed as a possible means of advancement because the incumbent will become thoroughly familiar with good planning and management concepts. Those who can accumulate sufficient experience on the training teams may be able to look for management positions in and out of the government.

The second assumption is that the Regional Commissioners and their staffs will actively support the programs. Discussions with a sampling of the Commissioners and many of their staff were taken as positive indications of the validity of this assumption.

In order to accomplish the purpose of this project the following outputs are planned which should result in the institutionalization of an effective management development training program:

1. The establishment of a Project Coordinating Committee composed of the Director of Planning for the MEP, who will act as chairman, the Principal Secretary for the Ministry of Local Government, the

Principal Secretary from the Ministry of Social Welfare and Community Development, the Director of GIMPA, the Director of Agriculture, and the Director of Medical Services. The MEP will have responsibility for coordinating and managing the program on a national level. The Ministries of Local Government and Social Welfare and Community Development and Ministries of Health and Agriculture have a long history of working at the district and local levels. GIMPA is the primary home for management development in Ghana and houses the planning/management training for the national level.

The Project Coordinating Committee will provide the policy guidance under which the training program will operate. The second function of the Committee is to provide the inter-ministerial coordination necessary. This function will be done in conjunction with the Local Government Advisory Committee which established policy for the total decentralization effort. The Project Coordinating Committee would be expected to meet as often as is necessary over the course of a year to either reaffirm or direct the program policy.

2. Establishment of a Project Secretariat which will serve as the administrative arm of the Project Coordinating Committee. The Secretariat would be located in the MEP and be headed by a senior level planning officer who would be called the GOG Project Coordinator. The Project Coordinator will be responsible to locate and recruit top calibre people for the remainder of the Secretariat staff and more importantly, for the teams which will operate in the regions. The Project Coordinator will also be assigned the task of managing the development of the project and coordinating its progress. Arrangements for periodic project evaluations will be handled by the Secretariat which will also be responsible to coordinate any logistic support required by the project.

A U.S. Project Liaison Officer will be assigned to work with the Project Secretariat and to assist in the overall management of the project activity.

3. Nine regional Training/Consultancy Teams which will be the primary action agents. The regional teams will have the following four responsibilities:
 - a) To design and prepare seminar/workshops for District Councilors, DCEs, district heads of decentralized ministries and Regional Councilors. The seminar/workshops would be used as a means of teaching the good planning, coordination and management at the district and regional levels respectively. Training would be expected to cover such areas as the general aspects of development, program rather than project budgeting, needs

assessment, priority setting and team building. The training intended will be done on a unit basis, i.e., each District Council will be taught as one group in order to foster their ability to work together productively. More detail on the content and methodology of the training is provided in the Technical and the Social Analysis.

- b) To conduct those seminar/workshops developed for the above-mentioned groups. The conduct of each set of seminar/workshops would include visits to the district to be trained in order to make the instruction as relevant to that situation as possible.
- c) To continually assess training programs and redesign content and methodology as needed. Each training session should be evaluated at the conclusion including a critique by the participants themselves. The program should be able to continually adjust and advance as different needs are identified in the various audiences.
- d) To provide on-site consultancy services to the districts when requested. An integral part of instructing these ideas and techniques for better planning and management will be insuring that they can be applied. Questions and problems will arise as the newly trained return and attempt to apply what they have learned. The regional teams must be able to respond productively to these requests for help in order to maintain the relevance of and interest in the training program.

The Training/Consultancy Teams in each region will be made up of three qualified Ghanaians. The multi-disciplinary team will include one person with experience in administration, and one with experience in regional planning, and one with experience in a technical ministry that is involved in rural development in a region.

The initial trainers for the regional teams will be trained themselves by four U.S. technicians who will remain with the teams through three cycles of seminar/workshops to advise and assist in further team development.

4. Development of curriculum and materials for the seminar/workshops. The regional Training/Consultancy Teams will have the primary responsibility for this output under the general guidance of the Secretariat. Assistance will be provided by the U.S. advisors. Each team is responsible for developing a course that is specific to its region. So, while the general outline of all nine courses should be similar, they need not be identical in every way.

5. Training system developed. Again, this will be primarily the responsibility of the Training/Consultancy Teams under the general guidance of the Secretariat. System, in this regard, the arrangements to be made in order to carry out the program including setting a schedule for the various districts in the region taking into consideration such factors as planting and harvest times, local festivals, etc. It also includes arranging for the training sites. Many locations are available at the regional capitals including the Ministry of Social Welfare and Community Development Training Center. Again, each region will develop its own system, and it is not expected that identical arrangements exist in all nine regions. Assistance will be provided by the U.S. advisors.
6. Sixty-two district and nine regional seminar/workshops held within each of three 15 months cycles. Each regional team would be expected to hold a session with each district within that region once every cycle and once with the regional level each cycle. While each region will set its own system of training each district session will likely include one week with councilors and decentralized ministry heads and an additional two weeks for the latter without the councilors. The first part of the session would be more of a general nature and the second much more specific. The U.S. technicians will not be involved in the actual training although they will take part in the seminar/workshops as an observer whenever appropriate. The U.S. technicians will work with the Training/Consultancy Teams during the presentation of these sessions to improve techniques or revise content.
7. Establishment of a system to update content and methodology. The Secretariat will have the primary role in this output. Five of the outstanding trainers from the teams will be identified following the first cycle of seminar/workshops. These five will be sent to the U.S. for one year of long term participant training. Their program will focus on how to teach management and planning but will be non-degree. Once they are selected they will be assigned to the Secretariat and replaced in the regions by five new people recruited by the Secretariat. Upon completion of their training they will return to the Secretariat and will begin to handle the training of the trainers program as the U.S. technicians phase out over the third cycle.

The Secretariat will also be responsible for the related participant training programs. Specific problems and needs will arise during this project in regard to the decentralization effort. Responding to those developments with specific training programs in the U.S.

or a third country would improve the decentralization effort and enhance the benefits from the seminar/workshop program. The types of programs anticipated are detailed in the Implementation Plan.

8. Consultancy services being provided. As described earlier, an integral part of getting the new ideas and techniques accepted are the follow-up activities. Assistance will need to be provided to adapt to the particular situation. The Training/Consultancy Teams must be able to develop some trust on the part of the recipients who may be reluctant to ask for that help in the beginning. The teams will need to be able to respond quickly and productively. To assure the "quickly" aspect, AID is providing one vehicle to each regional team. To cover the "productively" aspect short term participant training is planned for up to nine trainers per cycle. Courses will be for approximately three months each in the U.S. or a third country.

The most important assumption to be made about the outputs is that qualified and motivated people will be assigned to the Secretariat and the regional teams. With such personnel and the other scheduled inputs, these outputs can be achieved. The GOG has pointed out that finding many people of the type proposed in the project will be difficult. However, the decentralization effort has a very high GOG priority. The MEP believes that the minimum number of trainers needed to initiate the project can be on board when the US technicians arrive.

The GOG will provide about 53 percent of the total project costs. The three major areas of expenditures for the GOG are the Secretariat, the regional Training/Consultancy Teams and the seminar/workshop costs. The Secretariat costs are primarily the salaries and allowances for the Project Coordinator and other staff plus a small amount for office supplies and materials. Total GOG input for this item is \$114,000.

The regional Training/Consultancy Teams will cost a total of \$1,155,000 over the life of the project. These funds will be used to pay salaries and allowances for the three team members, a secretary and a driver for each team plus office supplies and material. Operation and maintenance costs for the vehicles assigned to the teams are also included in that total.

The largest expense for the GOG will be conducting the seminar/workshops across the country. Total costs for this item will amount to \$1,165,000 for allowances, accommodations and boarding for all the participants.

In addition the GOG will also pay the international travel costs for all long term technicians sent overseas under this project.

AID contributions to the project will cover about 47 percent of the total \$5.1 million cost. The AID total of \$2,336,000 breaks down by cost components as follows:

Personnel Costs: \$294,000 for 57 man-months of services for one direct hire project manager. \$1,220,000 for 216 man-months of PASA/PSC services to train and advise the regional Training/Consultancy Teams and six man-months of contract (PSC) services to take part in the three evaluations. Total AID cost: \$1,514,000

Participant Training: \$50,000 for five long-term participants for one year each in the training of planning and management. \$144,000 for 18 trainers for three months each in specific areas related to the regional team effort. \$206,000 for six long term for one year each and 20 short term for three months each in response to specific needs that develop in regard to the decentralization effort. Total AID cost: \$400,000.

Commodities: \$100,000 for ten vehicles for the nine regional teams and Project Secretariat. \$50,000 for five vehicles for the five U.S. project technicians. \$75,000 for household furnishings and appliances for the homes of the five U.S. technicians. \$25,000 for audio-visual aids for the nine regional teams and for the Secretariat and \$7,000 for audio-visual supplies over the three cycles. Total AID cost: \$257,000.

Other Costs: \$90,000 for local currency cost to improve and renovate certain training facilities throughout the nine regions. \$19,000 for local consultant contracts for participation in the three evaluations. Total AID cost: \$109,000.

An assumption has been made that both governments who support this program will provide their scheduled inputs on a timely basis.

PART 3PROJECT ANALYSIS

I. TECHNICAL ANALYSIS

A. DECENTRALIZATION FOR DEVELOPMENT

Local Government in Ghana has passed through a series of transformations in the past thirty years, especially in the twenty years since independence. A system has been evolved which places emphasis on the District level to both initiate development plans and to carry out development activities. This project is a timely effort to strengthen this decentralization process and to give it a better chance to bring development to the people and to involve them more fully in the improvement of their own condition. The project is reasonably designed to achieve this objective and reasonably priced to help undertake this ambitious process: The Decentralization of Development.

B. THE SETTING OF LOCAL GOVERNMENT IN GHANA

1) Traditional Local Government

The evolution of the local chiefs and their control over their communities goes back a thousand years to the ancient kingdoms of West Africa. Traditions developed defining the power of the chiefs and their councils in community affairs. These institutions had a strong religious basis. They provided for the administration of justice at the community level, for determining land tenure patterns, and for relating the community and tribal groups to their neighbors.

In the nineteenth century the British extended their control over the territory which is now Ghana through the traditional Local Government or "Native Authorities" as they were called. This principle of "indirect rule" through indigenous institutions became an established British policy. In 1924, the Native Jurisdiction Ordinance was established which defined the powers of the chief and the native authorities in the Ashanti Region. The principal functions of these local authorities were to maintain order, administer justice and provide "good government" for the people in their respective areas. This pattern was extended by the Native Authority Ordinances of 1935 and 1944 to other regions of the country.

The Native Authority system facilitated participation and involvement in government and administration at the local level. Through using the traditional political structures, the system sought to ensure political stability. The functions of the Central Government and the Native Authorities were seen to be complementary to each other.

2) Local Government Reforms

The emergence of modern local government began in the late 1940's.* A number of commissions were appointed to create a viable local government system. They all recommended decentralization of government to local units patterned after the English model of local government. The Local Government Ordinance of 1951 provided for the District, Urban and Local Councils in a two tier system. By 1956 twenty-six District Councils had been established as the first or higher tier of local government throughout the country. At the second tier or lower level, fourteen Urban Councils and two hundred and thirty eight Local Councils had been established. However, it was soon realized that the small size of the Local Councils and their inadequate financial resources created basic questions of their viability.

Reforms were carried out in 1961 which reduced the role of the chiefs in local government and re-organized the District, Urban and Local Councils. The number of District Councils were increased and the Local Councils reduced. Councils were locally elected and during this period came under the strong control of the single party of Nkrumah. Inefficiency and corruption in the system became widespread.

With the fall of Nkrumah in 1966, the local government system was re-examined. Various committees and commissions developed the new system which was incorporated in the Local Administration Act of 1971, as amended in 1972 and 1974.

C. LOCAL GOVERNMENT TODAY

1) Organizational Structure

Implementation of the new local government system in Ghana began in 1974.** It is a radical change from previous systems and will be implemented over a number of years. The process reflects a major dissatisfaction with previous systems and a desire to carry out a significant decentralization of governmental functions.

* This section is based largely on the article "Ghana in Search of a Viable Local Government System" by E. Akuoto-Frimpong, Greenhill Journal of Administration Vol. I, No. 3, October - December, 1974. Ghana Institute of Management and Public Administration.

** There have been many descriptions of the new organizational pattern for local government. The official statement is "The New Local Government Set-Up", a fifty-two page mimeographed paper issued by the Ministry of Local Government. Updated January, 1974.

The key notes of the new system are decentralization of central ministries to the regional and district levels, devolution of broader authorities to the regional and district levels, and the creation of viable, integrated units of local government and administration at the district level. In the past, government was considered as a dual organization: one, a central government with branches in the districts and concerned with national matters; the other, separate and distinct, based in a number of localities, dealing with local matters and called local government. The concept now is the fusion of the two into one structure at the local level with responsibility for all major governmental activities at the local level.

The new local government structure is to take decision making on matters of local significance away from the national capital in Accra and place them in the new District Councils. It is expected that the District Councils will identify local needs and local problems and seek solutions to them, carrying out projects and providing services as needed at the local level (see Local Government System Chart on next page).

a) Regional Councils

The Regional Councils, to be formed in 1977, will be made up of representatives of the District Councils and Regional Heads of the Decentralized Ministries (i.e., Education, Health, Economic Planning, Agriculture, Social Welfare, etc.). The Regional Commissioner, with virtual cabinet rank, will be Chairman of the Council. The Council will be responsible for development planning and programming for each Region. They will supervise and coordinate the functions of the District Councils to ensure a fair and equitable distribution and efficient management of public services throughout the Region.

The Regional Councils will raise no revenue but will be funded from the central budget. They will act as agents of the central government within the Region and will manage projects and services which are too large or complex to be carried out by the District Councils.

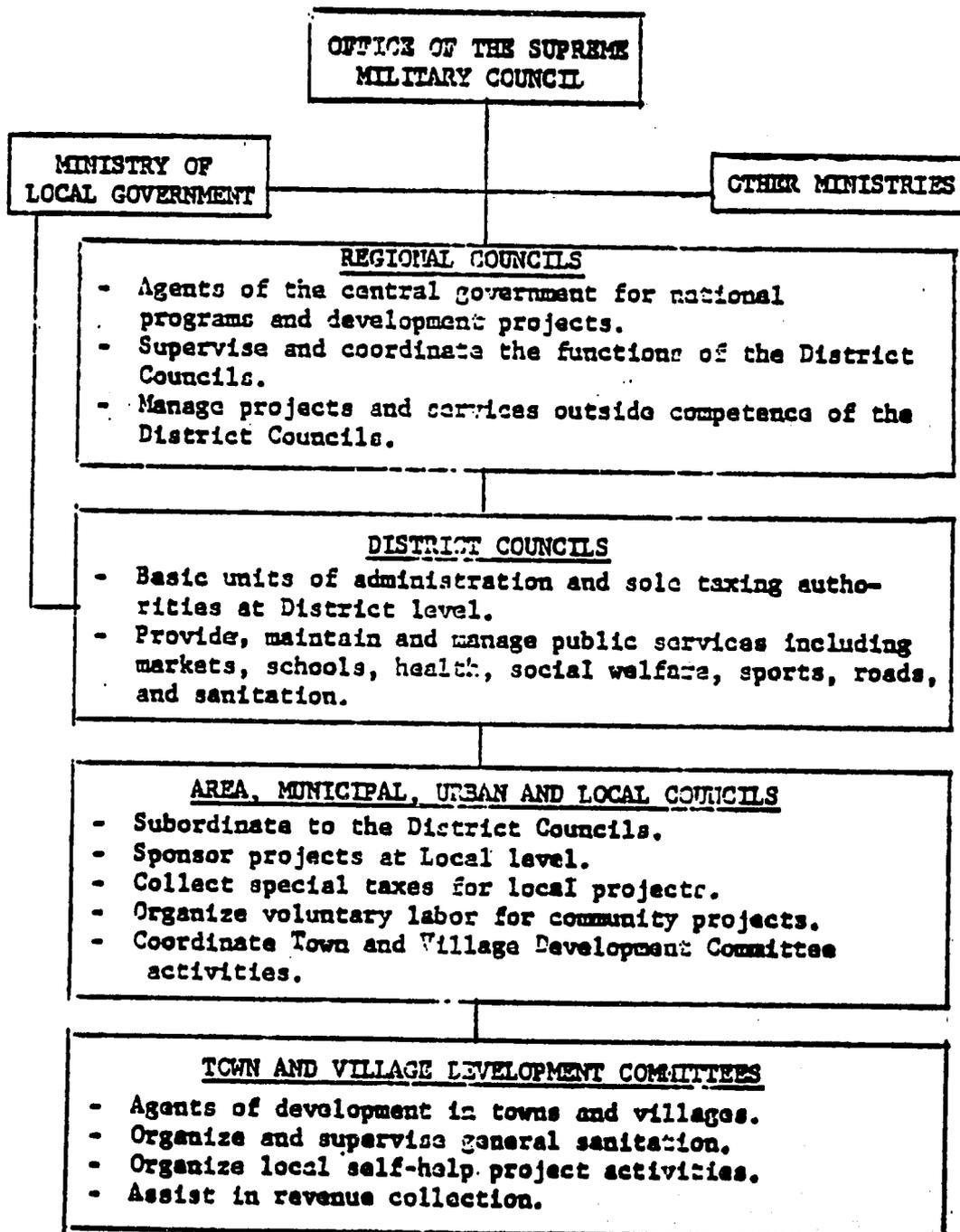
b) District Councils

The sixty-two District Councils constitute the basic units of administration at the local level. They are the sole taxing authorities below the national level. They are responsible for the good government and administration within their areas, which together cover the entire national authority. The enabling legislation for these councils lists 105 duties in public health, public works and housing, education and social welfare, agriculture, transportation, communications, small industries, and other functions.

The new system (see Local Government System Chart below) is a four tier structure including:

- a) 9 Regional Councils;
- b) 62 District Councils;
- c) 273 Municipal, Urban and Local Councils;
- d) Town and Village Development Committees.

LOCAL GOVERNMENT SYSTEM



Membership of the Councils is made up of Government nominees from the local area (two-thirds) and traditional representatives (one-third). Eventually, it is anticipated that these members will be locally elected and will select their own chairman. Meanwhile, the District Chief Executive, named by the Ministry of Local Government, chairs the Council. Heads of the Decentralized Ministries at the District level serve as ex-officio members of the Council. These include:

Ministry of Education;
 Department of Social Welfare and Community Development;
 Ministry of Agriculture;
 Ministry of Health;
 Controller and Accountant General's Department;
 Public Works Department;
 Department of Game and Wildlife;
 Department of Parks and Gardens;
 Department of Town and Country Planning;
 Sports Council;
 Fire Services Department.

c) Area, Municipal, Urban and Local Councils

These councils will be subordinate to the District Councils and, when created, will carry out specific functions delegated to them by the District Councils. Area, Municipal and Urban Councils will be established for urban areas. Local Councils will be created in areas with predominantly rural communities. The Municipal and Urban Councils will focus on the special administrative and social problems of their areas. The Local Councils will stimulate and coordinate rural community development-type activities. The Local Councils will be made up of representatives of the various Town and Village Development Committees within their areas.

At the request of these Local Councils the District Council can levy special taxes to support local project activity. The Local Council's most important function will be to avoid unnecessary duplication of self-help projects undertaken by the Town and Village Development Committees.

d) Town and Village Development Committees

These committees form the base of the local government structure. They are the grass-roots link of the whole system. They serve as a main channel of communication between the local community and the District Council. As agents of development, they are expected to

undertake local self-help projects as well as to assist in revenue collection for the District Council. The general sanitation of their areas is an important function and they will organize the people to maintain minimal sanitation standards.

Town and Development Committees are formed of local inhabitants of stature in the community who have demonstrated their interest and active involvement in communal affairs.

2. Finance

Eventually, the District Councils will prepare a consolidated budget for all of the governmental activities carried on within their district by the decentralized ministries as well as projects and services which are funded from locally produced revenues. Until this occurs it is difficult to obtain an idea of the total resources available for programming at the district level.

Attached as Annex VI D is the record of actual revenue and expenditures of a typical rural district, the Attebubu District in the Brong-Ahafo Region. Excluding the activities of the decentralized ministries and other central government agencies, this District had revenues of c296,648 in fiscal year 1974-75 and expenditures of c287,799. They thus ended the year with a surplus of c8,849 (c1 + U.S. \$0.27).

Of the District's revenues, 37% was received as grants-in-aid from the central government to pay the salaries of local staff and for general budget support. Of the remaining 63% of the revenue collected locally, over three-quarters come from "rates" - principally a head tax of c3 per adult male and c1.50 per adult female per year. The remaining one-quarter comes from fees - principally market fees - and from licenses and services. Total locally collected revenues averaged c1.45 per person per year, a very low level indeed.

On the expenditures side, 39% was spent on health services - principally on latrine operations, 20% went for "development projects" - principally building maintenance, market and latrine construction and school maintenance, 17% was used for public works and communications, 11% for revenue collection efforts, 7% for education, 5% for operating costs, and 6% for other expenses including small maintenance grants to the traditional authorities (chiefs).

When consolidated budgeting takes place at the District level, the resources available for programming by the District Council will expand dramatically. Until that time, the level of income available for use by the Districts will not permit any significant new project activity.

In terms of additional locally collected revenues, the Districts are heavily dependent on an annual land tax which is difficult to collect and on small market fees. Some Districts could expand their property tax income, but as this is collected on the value of structures, not land, we anticipate that this will become a resource in the rural areas. Although they have the legal authority to impose tax development purposes, in fact the District Councils have been discouraged from imposing such and, with the few exceptions of larger urban areas, have no intention. It seems that in the future the concentration was that all local development activities should be financed from current revenue will have to be critically re-examined.

F. THE PHASE OF THE PROJECT

This project will serve to strengthen the human element in the decentralization effort. By exposing local government councillors and staff to modern planning and management concepts a better basis for decentralized development will be created.

This impact will have two facets:

- a) better planning and development activities from the bottom up; and
- b) better coordination of development efforts.

If the decentralized local government system is to function effectively, there must be created at the local level better capabilities to plan and organize development activities. Planning must be more than a preparation of shopping lists of projects to provide the basis for requests to the center. It must enable local people to evaluate local needs and relate them to local resources on a practical basis. This project with its training and consulting activities focused on the District Councils will work in that direction. It will also help make more effective use of resources now available at the District level.

On the other hand, the staffs of the local governments including the decentralized ministries must be able to work together as an inter-related team. Otherwise there will continue to be the overlapping, duplicating efforts of uncoordinated programs at the local level. The project will contribute to the concept of team work among the agencies working at the district level and, by providing common problem-solving-learning experiences, will provide the basis for integrated development activities on a continuing basis.

The project is not sufficient by itself to make decentralization work effectively. There must be other concomitant steps including the provision of additional resources for district development programs. There must be a continuing process of encouraging talented people to

work in the local government system. There must be a consistent policy and will to encourage and support local institutions even when conditions are such as require the central 'intervention' of national planning and control. The project is, however, a vital enabling step in the continuing process of decentralization for development. It will provide the improved human resources for planning and development at the local level. This is, without question, a key factor in making decentralization, grassroots development work.

3. ALTERNATIVE APPROACHES

The project, in our judgement, is reasonably designed and executed only insofar as it meets the objectives. Various alternatives were considered and rejected in designing the project. These included the following:

- a) Making the Project an end in itself or an input to a wider basis.

This alternative would reduce project costs and increase its acceptability. However, the question of whether the project actually would be regarded as either an input - the services offered - or as the intended place would remain as it does in the project outlined and as a policy basis. It is considered better to justify using the time to set up a decentralised basis. There is high level interest for a national program and we do not consider that this support should be concentrated on by concentrating a single, decentralised program in this area. The program consists of several voluntary staff service projects which it is desirable to have a common program in this region so that they will be operating under similar conditions of grassroots planning and development through staff work.

- b) Expanding the role of Foreign Technical Assistance

Early in the design of the project it was considered that to have the national technical support staff should be one foreign officer in each of the nine regions in which the project will be working. This would considerably increase the cost of the project and would probably delay the national involvement in the planning of the project implementation. For this reason it was decided to propose a limited number of foreign voluntary staff for the project.

- c) Use of Existing National Agencies for Project Implementation or separate financing of the Project through national and foreign financing/consulting firms.

Various alternative national institutions were considered as possible implementing agencies. Existing staff, the Bureau of Education, Ministry of the University of Guyana at Georgetown, the Ministry of Youth Development, and the Health (Regional Health Council), through the

of these institutions will need to be associated with the project at appropriate times for its success, it was not considered that any of them alone provided an adequate basis for the success of the project.

d) Focusing the Project Implementation at the National Level rather than within the Regions.

A centralized training program would reduce certain costs and be easier to manage, but it was considered to be ineffective in adapting to regional differences and in providing the necessary follow-up within the regions. Furthermore, it would go against the basic decentralization philosophy which this project is seeking to support.

F. ENVIRONMENTAL ASSESSMENT

This project will have no adverse effect on the environment. The impact of development on the environment, it is anticipated, will be one aspect of the training/consultation activities of the project. By sensitizing local leaders to these concerns, it can be assumed that the project, in the long run, will have a beneficial impact on the environment. Better resource utilization at the local level should also be a result of improved local planning capability to be furthered by project activities.

II. SOCIAL ANALYSIS

A. INTRODUCTION

The GOG has proposed and is in the process of implementing a new local government set-up for Ghana. Thus Ghanaians are in the process of becoming aware of understanding, evaluating and trying a new social innovation. This project proposes to establish an effective planning, coordination and management training program to aid in the movement from one system of local government to a new system of local government.

There are some major differences between the old and new systems of government. Some of the key differences for the training project proposed herein can be seen by comparing Diagram 1 (the old system) to Diagram 2 (the new system). The old system of government had two principal types of machinery. One was based on the establishment of national ministries (Agriculture, Health, Education, etc.) that built vertical organizations down through Regional and District levels to local villages. The other, separate and distinct, was based on a locally defined geographical area where problems of more immediate and critical concern would be handled. This was referred to as Local Government. The local government had vertical ties up to the national level through the Ministry of Local Government. Local Government was seen primarily as an administrative function. The national ministries were seen as having major development functions. Generally, there was little citizen participation in the development activities of the centralized ministries because their policies were developed at the national level and deployed down through the respective ministries. There were, of course, some exceptions to the general conceptual distinctions made in Diagram 1.

The new system of government in Ghana is quite different as can be seen in Diagram 1. The new system is attempting to combine the administrative functions of the former local government set-up with the development functions of many of the former national centralized ministries and increase local citizenry participation in both administrative and development efforts.

The merging of functions and increased participation has resulted in major structural changes in the social organization of government in Ghana. The District level was selected as the geographical level to establish Councils which would have three key components:

- 1) A set of Councilors who would represent the citizenry (local participation);
- 2) the heads of the decentralized ministries at the District level (technical development knowledge); and
- 3) a District Chief Executive (administrative skills).

11. THE SYSTEM OF LOCAL GOVERNMENT IN GHANA

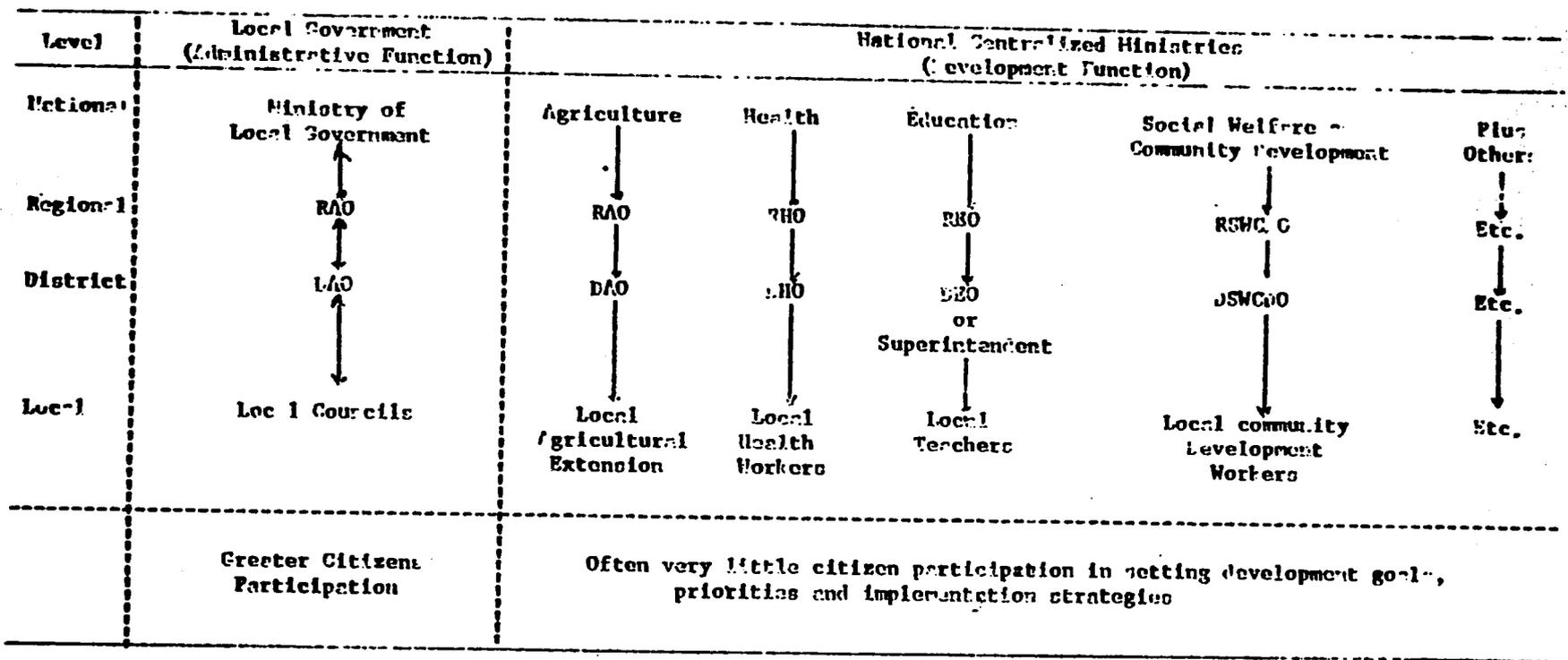
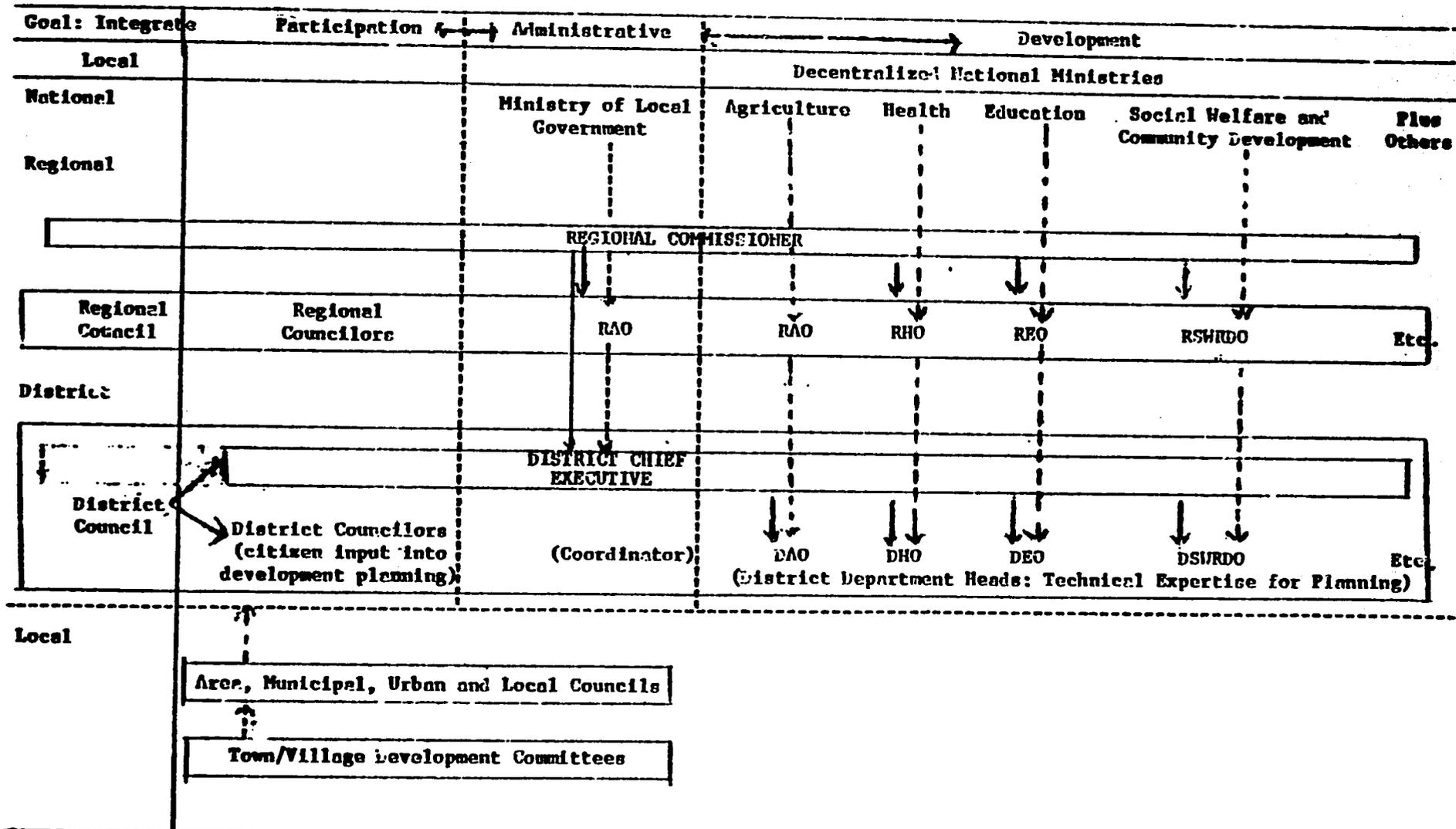


DIAGRAM 2: EMERGING NEW SYSTEM OF LOCAL GOVERNMENT IN GHANA



Legend: Solid arrows ↓ mean direct line of authority; broken arrows ↓ mean technical flow of information; ↗ ↘ mean input

The structure also requires major changes in the authority relationships between Regional and District levels; moving the District Heads of the decentralized ministries under the authority of the DCE rather than the regional office of the respective national ministries. The DCE will eventually operate as a "City or County Manager" under the direction of the Councilors.

The district level organization has major responsibility to develop an integrated development program for the entire district. At the local level Area, Municipal, Urban and Local Councils and Town/Village Development Committees are being established to provide further inputs from the citizenry to the development administrative activities of the district. A Regional Council will eventually be established that will be made up of representatives from District Councils and Regional Heads of decentralized ministries.

This brief introduction suggests that the proposed training project is very compatible with the values and belief of the Ghanaian government (more will be said later about the project's compatibility with local people). The fact that the process of implementing the new governmental structure is just beginning creates a very "teachable moment" for many Ghanaians who find themselves in new roles and role relationships. Thus, the proposed training project will fit well into the existing governmental structure and also be very timely.

B. SOCIO-CULTURAL FEASIBILITY

1) On Understanding the New Concept of District Councils: Development, Participation, Coordination and Planning.

As with any social innovation, there is a concern as to whether or not people will be able to understand and accept the idea of a District Council which incorporates historical administrative functions (tax collecting, settling disputes, etc.) with local participation, coordination and integrated rural development. The concept emphasizes a "bottom-up" participation rather than a "top-down" approach. The new District Council concept will need to be clearly developed, not only for the general public, but also for the District Councilors, the DCE and District Heads of decentralized ministries, as well as regional and national level officials. The training program proposed herein will have this as one of its major focuses.

An analysis of Ghanaian beliefs about development, participation, coordination and planning is presented in the remaining part of this section. Related beliefs and values are elaborated in Sections 2, 3 and 4.

a) The Concepts of Development

One of the major purposes of the new governmental structure is to speed up the economic and social development of Ghana. There appears to be a consensus among Ghanaians at all levels - village, district, etc. that development is important.

However, many people expressed the concern that there are many different notions of what "development" means to Ghanaians. To some it means community development; a new latrine; a new school; a new well; or new rural housing. To others it means agriculture development; and to still others industrial development. Thus, some think of development as an income generating idea while others think of it more as providing other basic social needs of rural people.

Because of the many different definitions of development in Ghana, there is a need for District level personnel to have a meaningful framework as to what "development" is going to mean in the new District set-up; i.e., what are the components of an "integrated rural development program" for Ghana?

As part of this definitional process, it would probably be desirable to utilize an ethno-science approach to determine how local Ghanaians conceptualize "development" and "social change".

The resulting development framework is expected to be an important part of the training program proposed herein.

b) The Concept of Participation

The new District Council set-up is designed to increase the involvement of the citizenry of Ghana in development planning, implementation and evaluation. This effort of decentralization is moving the present Ghanaian Government structure closer to traditional procedures of local participation in decision-making than recent past structures have been. Traditionally (pre-colonial times) very elaborate government structures existed. These structures rested heavily on villager participation in the processes of problem identification and solution from the individual nuclear family, through the head of a household (compound), to the wider family, then to the head of a village, then to a divisional chief (who was a member of a traditional State Council) and then to the Paramount Chief and Queenmother.

The local Town/Village Development Committees that exist today are based on the concept of extensive participation of each villager in development decisions. The villagers select individuals to be members of the local Town/Village Development Committees. These Committees communicate their petitions to the district level. The channel of local level communication to the district varies. Most

are presently conveyed to the DCE who then passes it on to the decentralized ministry heads and/or the Councilors. Sometimes the message is sent directly to the relevant ministry head in the district (Education, Health, etc.). In some cases (still very rare) the communication is sent direct to the Councilor representing the petitioning village. Several people mentioned the need to increase the interaction of the Councilors with the village level development committees re problems, priorities, etc. (The area, municipal, urban and local councils are in the process of being formed at this time so do not yet play an important role in most districts.)

In summary the concept of local participation in traditional society is not new. Some of the traditional practices appear to be fairly readily adaptable to the proposed new system via village level development committees. However, as implied above and which will be elaborated further in the section on motivation, the integrative relationship between the local villagers and the new district councils is in the process of being developed at this time.

The training proposed herein will have as one of its major focuses the mechanisms and procedures to allow for increased, sustained citizen participation in the new government set-up.

c) The Concept of Coordination

A key concept in the decentralized effort is that of coordination. As with the concept of development, coordination has many meanings to people at regional, district and local levels. To some it means having the several villages in a district working together. To others it means having the decentralized ministries in the district working together. And there are at least two meanings given to decentralized ministry head coordination; to some this means that all the decentralized ministries should initiate interaction with other decentralized ministries on all projects to see what ramifications their project has on the other's activities. To others, decentralized ministries means "I'll continue to do my own thing but will be available for advising if the DCE or someone else calls me". Thus, there is need to more clearly spell out what is meant by coordination.

In regard to coordination among decentralized ministries there is a further need to spell out more specifically the kinds or types of interagency interactions that are expected. Does coordination mean exchanging general information about individual projects each decentralized ministry is doing? Is coordination only to mean planning or does it mean joint project implementation? Does coordination mean exchanging personnel or other resources (vehicles, supplies, etc.) between decentralized ministries once priorities have been set?

The need for creating more effective coordination was illustrated many times by people at national, regional, district and local levels.

Some decentralized ministries seemed to be "dragging their feet" in implementing the decentralized plans. On the other hand, other decentralized ministries were very eager to establish interagency relations at the district level in order to avoid duplication, maximize use of limited resources (personnel, supplies, equipment, etc.).

The training program proposed herein would help district level personnel understand the nature of coordination and more practically how to create more effective coordination among the decentralized ministries.

d) The Concept of Planning

The development of integrated rural development plans for each district with the participation of local people is one of the basic expectations of the new local government structure. However, some regional and national officials' perception of planning has been (and continues to be) that planners plan for people rather than people planning for themselves (and/or with the technical advice of planners). Some officials (at all levels) perceived that it will be very important for the district level not to plan for people but rather to develop the concept of people participation in planning. Thus it will be important for district councilors, decentralized ministry heads and DCEs to understand and develop skills to assure participatory planning.

The training proposed herein would help provide a philosophy of participatory planning as well as techniques to implement that philosophy.

2. Initiating versus Implementing Rural Development Activities

A general concern held by people at the district level was the major change in the new role expectation of the DCE, department heads, and councilors to initiate plans and priorities for rural development rather than their more recent role of implementing action to reach targets that had been set at the national level of government. Thus, several district level officials perceived that they will need to develop the skills necessary to successfully fulfill the expectations of the new district set-up. These skills include how to go about developing an integrated rural development plan, coordination principles needed, how to link plans and budgets together and how to establish priorities and to evaluate decisions made. Several people saw this as a major shift from a "colonial mentality" to a "self governing perspective". The skills needed to initiate rural development planning will be one part of the proposed training project.

3. Integrated Rural Development Programs versus Rural Development Projects

Another concern is whether district level officials can begin to think in the framework of a rural development program rather than the prevalent notion of a rural development project. District Councilors, decentralized ministry heads and DDEs perceived that they have not been trained to develop programs and thus would need to obtain skills to do so effectively. In fact, several indicated they had not really been trained to develop projects; i.e., do feasibility studies, need assessment analysis, prepare project proposals, present and defend project proposals to decision making and funding bodies, etc. Rather, as pointed out in the preceding section, most district level personnel have been responsible for implementing projects rather than developing (planning or creating) projects.

The training program proposed herein would have a major component focusing on developing the skills needed for adequately preparing an integrated rural development plan.

4. Articulating District Planning with Regional and National Planning

Obviously not all planning for Ghana will take place at the district level. Some development efforts will continue to be at national and regional levels. Thus, there will need to be effective communication of how national and regional plans may affect each district. In other words, district level officials perceive the need to know what long range national and regional planning schemes are anticipated for their districts. District and local (village and town) level officials also expressed the desire to have input into national and regional plans being made for their district in the early stages of their development. Several examples were given of development activities carried out in a district which the local people thought inappropriate and/or could have helped make better. For example, several villagers mentioned the desire to be consulted by national planners when determining the location of feeder roads. They suggested that local knowledge of land rotation patterns and produce marketing activities might be useful inputs into feeder road site determination.

District and local people also expressed the desire to recommend priority development projects that are currently under the domain of regional or national planning units. This they perceived to be necessary if they were to develop an integrated rural development program for their district.

The training program should have as part of its focus the procedures necessary to articulate the various levels of planning activities in Ghana.

5. A National Training Project (Who Lives Where?)

The proposed training project is national in scope. The benefits of the project should reach each district of Ghana. Thus, all tribal, religious and other groups should benefit from the project. The ultimate beneficiary is, of course, the rural poor (mainly small farmers) throughout Ghana. An integrated rural development program based on local participatory needs should provide priority benefits to these people. This project will not have an immediate direct effect on the ultimate beneficiary (small farmers) but will have a major indirect effect on them. The project will be especially significant when the integrated rural development plans for each district are used to establish future funding priorities for both the GOG and other donor agencies.

6. Organizational Considerations (How are they Organized?)

This project proposes an organizational structure that is an extension or elaboration of existing organizational arrangements, not a substitute for existing systems. The project proposes two new organizational units be established within the current framework of national and regional government to implement the project objectives. Of major importance is the creation of a national Project Coordination Committee with a Project Secretariat and Regional Training Consultancy Teams for each of the nine regions in Ghana. Each of these two levels of activity will be staffed by Ghanaians.

Because the project is concerned with the changing role and role relationships of staff from the decentralized ministries it is important to have an administrative structure which allows information exchange among key representatives of the national level ministries involved. The national local Government Advisory Committee has been the inter-ministerial committee established to provide a forum for information exchange re the new local government set-up. Thus, it is the most appropriate organizational vehicle to communicate information to the technical ministries.

This committee is too large, however, to be a policy and administrative committee for the proposed project. Thus, the ministries judged as being most central to the project training needs were identified to have membership on the Project Coordination Committee. The key organizations identified were the MEP, Ministry of Local Government, Ministry of Social Welfare and Community Development, Ministry of Agriculture, Ministry of Health, and GIMPA. Because of the primary focus on planning for economic and social development the MEP was selected to chair the Committee. The Ministry of Local Government was selected because of its administrative functions in both the old and new local government set-ups, i.e., the new DCEs' positions are in the Ministry of Local Government organizational structure. The Ministry of Social Welfare and Community Development Ministry of Agriculture and Ministry of Health was selected because of their historical work in obtaining local participation in

community development efforts. GIMPA was selected because of its historical role in local government training.

In order for the national Project Coordination Committee to implement its work a small Secretariat will be established. The Secretariat will be the responsible GOG agent for the project and will be the overall Project Coordination unit. This unit is needed to provide the necessary administrative support to the project at the national level and to support the regional teams.

Thus, the project is trying to relate as closely as possible to existing organizational capabilities in suggesting the administrative structure at the national level. A similar rationale underlies the recommended composition of the regional training/consultancy teams of three members: The need to focus on planning (MEP), local (district) level administration (Ministry of Local Government represented by a former DCE), and local participation (probably most frequently a former Ministry of Social Welfare and Community Development person, but perhaps someone with local participation experience from another line Ministry such as the Ministry of Agriculture or Education).

The staffing of the above administrative and operational structure will be done following normal Ghanaian procedures of recruitment and assignment. The civil service positions of both administrative and operational roles will be at a level to attract highly qualified senior people to them. It is important that the project not proceed until Ghanaian staff have been recruited for the required roles. Professional advancement for members of the training teams could be either in their "home" ministry or, more likely, into key training and/or administrative positions in other organizations (training institutions, corporations, etc.).

7. Allocation of Time

For this project allocation of time was considered from two major perspectives. One was from the point of view of the training team members. The other was from the point of view of the potential training participants (DCEs, district councilors, district and regional heads of decentralized ministries, and regional councilors). Only the former will be commented on here. The second perspective is elaborated in the next section, motivation.

It is important that the training team members have full time to devote to the project. They must not have other day to day job responsibilities. The project, as proposed, will have full time personnel on the project.

8. Motivation

a) Villagers (small farmers)

1) Production and Public Works

Many local villagers (small farmers) appear to be motivated for economic gain. Thus they are interested in those things (technological or social developments) which will help them produce more commercially. Many also expressed their motivation for community social goals: new schools, more drugs for their health center, more environmental health innovation, etc. Most of the small farmer motivation was thus oriented to his individual family (family farm) or local village.

2) Individual Village versus District

It appears that for many local people there will need to be a growing awareness of the meaning of the district organization in the achievement of personal and community goals. Some local people clearly recognized two major limitations of past local councils: they had too small a budget base to implement development activities and they often had unqualified technical expertise to carry out development activities.

The creation of the new district council was in part an effort to help solve these two problems. Thus a district council would have a broader financial base so it could deal with larger projects than past local councils. The integration of the technical Ministries of Agriculture, Health, Education, Social Welfare and Community Development, etc., into the local council was designed to provide more competent personnel in the planning and implementation of local integrated rural development efforts.

However, because of the recency of the new District Council set-up, the local villagers are not yet sure whether the new system will be more effective than the preceding local councils. One particular concern is whether or not local funds (taxes) sent to the District Headquarters will find its way back to the local village in terms of services. Thus, the concept of a district as a meaningful geographical social organization larger than a village will need to be developed in the minds of many local villagers. The viability of a district level organization will be judged in part on the public accountability of funds collected and disbursed, to assure local villagers that the new district councils are honest and trustworthy. Another villager criteria of viability will be the way

district level officials refer to local petitions re priority problems. Since districts will not have funds to meet all the development needs suggested by local people, local villagers will expect a clear statement of how and why the district priorities were reached. These reasons will need to be publicly explained as villagers will understand why their needs are ranked where they are in the total district integrated rural development plan. The development of plans (on a five year or other time period basis) will give villagers an opportunity to know what their future tax- will be doing regarding the development of their local area.

Another major benefit that is anticipated from the new district set-up is the more efficient utilization of available resources (financial and otherwise). Thus, more development should be forthcoming for a given area than in the recent past.

Hopefully, corollary efforts to provide increased funds to districts will be forthcoming as District Councils develop and begin to implement integrated rural development efforts. If such funds are not forthcoming to the initial implementation stages of the new district council set-up, the current enthusiasm to develop integrated rural development plans may be muted - why plan for development when there are no few funds to allocate for it?

Special efforts may be needed to assure an appropriate emphasis on the income producing dimension of development so more local funds will be available for community and district social goals.

b) District Level Officials

1) District Chief Executive

There are presently 32 administrative districts in Ghana. In conversation with over one-third of the District Chief Executives there was nearly unanimous agreement on their need for increased planning and coordination skills. They strongly supported the need for training of the district councilors and district decentralized ministry heads in the general concepts of integrated rural development, inter-departmental coordination, public participation strategies and planning concepts. They also were very supportive of more technical training re planning skills and techniques for the district decentralized ministry heads. DCEs also thought councilors needed training in how to communicate district plans and priorities to all the citizenry after preliminary integrated development plans based on local participation were developed.

2) District Decentralized Ministry Heads

Most (75%) of the district level decentralized ministry heads interviewed were very supportive of their participation in a training

program in development, coordination and planning. They indicated they had previously been trained to be implementers of projects set at national and regional levels and would welcome the opportunity to learn how to develop district plans; carry out feasibility studies; suggest projects based on technical requirements; etc.

B) District Councilors

Most councilors (80%) are reported very favorably to their possible participation in an annual week long seminar/workshop as their role as a district council member. They expressed their need to better understand their role as a councilor in the new setup. One particular need for councilors expressed by DAs and decentralized ministry heads was the need for councilors to realize that they were not administrators (councilors could not direct decentralized ministry heads) but rather legislators (set policy, priorities, etc.).

C) Regional Level Officials

Regional administrative officials indicated a desire to have their existing content and skills would be provided to district level personnel since they will be working extensively with their respective department head at the district level.

In summary, there appears to be much positive motivation for the training content by the primary participants of the training program.

9. Minimum Participatory Profiles

The primary participants in this project (regional and district level personnel) will be determined by status of the role they play in the new local government setup. Thus, it will be necessary to determine the level of education, skills and attitudes of the people in these roles. Based on the information available at the present time, it appears that the members of regional and district decentralized ministries will have high levels of education and skills, but varying degrees of attitude acceptance of the new setup. Thus, they should be able to successfully handle rather sophisticated development, planning, coordination and participatory concepts. All of these people appear to have good language skills in English.

Councilors, on the other hand, are much more heterogeneous in skill level. Some have very high levels of education (teachers, businessmen, lawyers, etc.) while many others have little formal education (small farmers) and are therefore not able to read or to understand or speak English. Thus, the training for councilors will need to be designed to

overcome these obstacles. Having Ghanaian teachers should help overcome language problems in most actual training situations. It may be desirable, in some cases, to prepare course work material and handouts for councilors in the local language in addition to English.

10. Matching Participants and Projects (see previous section)

11. Obstacles

The major obstacles to the project have been identified in earlier parts of this section on Socio-cultural Feasibility:

12. Communication Strategies

Some implications for communication strategies have been discussed in the section on minimum participation profiles. In addition to the communication concerns to the primary targets of the project, some attention should be given to how the district council members can best communicate the new social innovation to the general citizenry. Multiple approaches to diffusing the institutional innovation will need to be developed. Various media will need to be used and the key message points delineated. These skills should be part of the training content of the seminar/workshops.

3. SPREAD EFFECTS: THE DIFFUSION OF INNOVATION

The social innovation of concern in this project is a district level organization that combines development, participation, and coordination concepts to achieve integrated rural development planning.

Different types of adoption units can be specified. Some may want to focus on the rate which each of the 62 districts adopts the idea. Others may want to focus on the degree to which the decentralized ministry heads adopt the idea. Still, others may be concerned with the spread of the idea through Village/Town Development Committees. And still others may want to determine the spread of the idea among traditional leaders or the citizenry in general.

Since this is a very complex social innovation it will probably need to be broken down into sub-parts for purposes of some analyses. For example, one might study the degree which various types of committee structures developed by district councils spread, or the various ways decentralized ministry heads are integrated into the District Council may

be observed. One could also focus on the ways ideas about citizens participation spread from one council to another.

Since the innovation is a new one it is just beginning to spread to the various adoption units. The actual amount of spread of the various components of the new government set-up after one year is not great, as would be expected. Most people including councilors, district decentralized ministry heads, PCEs, and Town/Village Development Committees are still at the awareness and information gathering stages in their adoption process. Local and area councils are in the process of being formed. District level officials have been busy developing new channels of communication and methods of operation as they move toward the new set-up. Most districts have formed their required council committees but are just beginning to consider the role of ad hoc committees. Thus, the spread effect of the many components of the new idea is just at the beginning stage.

The training program proposed herein should include as part of its content the concepts of the adoption and diffusion of a social innovation so that the key officials in the new set-up will understand these processes as they carry out their work. This training would include an explanation of how individuals go through the adoption process of an innovation; factors that affect the speed of the adoption process, including the key characteristics of this social innovation; who the key adoption units are, and the specification of what specific behavior each adoption unit must take; the role of various sources of information in the various stages of the adoption process; and the various factors that affect the diffusion of an innovation such as opinion leadership, personal and social characteristics; etc.

1) Leadership/Authority

The delineation of both traditional and modern leaders is an important part of the tasks of district councils in obtaining the acceptance of the new set-up. If traditional and modern leaders do not support the new set-up idea, the goals of public participation in development planning will probably not be achieved. The training program can include content to develop skills in identifying key community leaders for this social (institutional) innovation to be adopted.

2) Patterns of Mobility

One mobility factor of relevance to this project is the job mobility of heads of decentralized ministries from one district to another district or region. As the new set-up continues to evolve some new criteria for posting people within technical areas (i.e., Agriculture or Health) may emerge. In other words, the increased emphasis on district (horizontal) thinking in contrast to ministry (vertical) thinking may affect mobility patterns of technical personnel.

Another mobility factor of great importance to this project is the capability of the regional training/consultancy teams to be able to respond immediately to requests from district level personnel. To be effective each team must have ready access to transport to travel to district offices, and when necessary, to local, town, urban or area councils or town/village development committees.

The proposed project will make it possible to begin to delineate criteria for job mobility decision-making as well as the development of strategies of how best to utilize staff and transport resources to maximize the development impact of the new local government set-up.

The training project should also help provide skills to improve information mobility. For example, the Ministry of Local Government has a Newsletter that goes to all national, regional and district officials. Although the editor of the Newsletter has requested district level people to send in stories regarding activities related to the new local government set-up, few have been received. The training program should include, as part of its curriculum, the skills needed to publicize the activities of the various district councils.

Special efforts should also be made to design communication strategies to convey District Council decisions and activities to all the people in the districts. Because of the recency of the establishment of the councils, such strategies do not exist at present. As these strategies are developed the role of the councilors, decentralized ministry heads and Town/Village Development Committees need to be considered. Both personal (neighbours, friends, family) and impersonal (TV, radio, newspapers, bulletins, etc.) communication strategies need to be considered. The training project proposed should provide skills to district councils in order to develop their communication strategies to reach relevant audiences.

3) Previous Project Design and Evaluation

Ghana has undergone two major changes in its local government administration over the past 30 years. The current change appears to have more basic conceptual distinctions than previous changes. Thus, special efforts will be needed to clearly point out the differences (integration of development, participation, coordination and planning concepts) of the new set-up so it won't be seen as "just another change in local government. The major thrust of the training proposed herein is to make sure that the key incumbents at regional and district offices understand the new set-up. There have been no previous projects focusing on this change process.

4) Maximum Information and Resource Distances

Because of the complexity of the social (institutional) innovation under focus, one should anticipate several years before the idea has spread through the general public.

D. SOCIAL CONSEQUENCES AND BENEFIT INCIDENCE

1) Access to Resources and Opportunities

Since the project proposed herein is a national program designed to enhance the development, participation, coordination and planning in each district in Ghana, it should impact on each geographical and tribal area in Ghana. As noted earlier, one of the major goals of the new governmental set-up is to increase participation of the general public (especially small farmers) in development planning. The efforts to link the new district councils to local towns/villages and the small farm villager are just beginning. The training program will include skills to develop greater participation of small farmers in development planning efforts. If the new government set-up is successful, then the distribution of wealth and income should be more equitable.

There are several small farmers in District Councils and on Town/Village Development Committees. There are some, although very few, women on District Councils and Town/Village Development Committees. Given the importance of women in many of the economic activities (for example marketing) in Ghana, it would appear that special efforts need to be made to increase the participation women in the new government set-up. The training program should present an overall framework focusing on the potential role of women and other relevant groups in the development planning process.

2) Employment

The training project proposed herein is not designed to immediately create employment positions. However, the long run goal of a well functioning new government set-up is more development (including income producing activities) in rural areas.

3) Rural Displacement, Migration and Urbanization

A major reason behind the change to the new local government set-up was the desire to stem the flow of migrants from rural to urban areas in Ghana. Many small farmers are concerned about the lack of a labor supply because of the out-migration of young people. And many urban people are concerned about the increased incidence of crime and other deviant acts in their cities. The training program thus will have an effect on the district councils who are now charged with the task of developing rural areas so they are more desirable places for Ghanaians to live and work.

4) Changes in Power and Participation

The new local government set-up has as one of its basic principles, the increased participation of the general citizenry in the development of public policy and planning. The aim is to shift some power from

the national level to district and local levels. There is to be a shift in power from many central ministries organized on a vertical basis to geographical dispersed social systems (nine regions and 62 districts). The training program is designed to enhance the possibility of greater local (including primarily small farmer) participation and thus shift power from the center to the periphery.

In summary, the training program proposed herein is designed to assure a wider and more significant participation of the poor in the development process. This includes participation in the process of problem identification, program development, priority selection of development projects, project implementation and project evaluation.

III. FINANCIAL AND ECONOMIC ANALYSIS

A. FINANCIAL ANALYSIS

1) Financial Effect on Project Participants

This training project will not have a direct financial effect on the target population (small farmers). It is expected that the training will increase citizen participation in identification, selection and implementation of development projects; provide for district-wide integrated rural development plans and programs; and increase coordination of development efforts of various governmental entities at the district level. The results of this training will have a positive impact on development of the rural areas, but will not have a direct impact on individual incomes of the rural inhabitants.

2) Financial Viability of Project

This is a non-revenue producing project, therefore, the benefits cannot be stated in quantitative monetary terms. Financial soundness must be appraised without the aid of profitability measures. Financial viability will be reviewed in terms of:

- a) budgetary assessment;
- b) institutional assessment; and
- c) cost/effectiveness assessment.

a) Budgetary Assessment

The GOG will contribute substantial resources to this project. The total GOG financial inputs during the five-year project will be approximately \$2.7 million. The source of GOG financial requirements for the project will be spread among several governmental agencies or departments, not placing an excessive burden on any one organization. Project Secretariat expenses will be provided by the Ministry of Economic Planning, personnel costs will be shared by various ministries that contribute staff to the project, and costs for the seminar/workshops will be spread over nine regions. Therefore, the incremental increase for each participating GOG organization will not be burdensome, can be reasonably assured and will not create a problem of financial viability for the project.

All GOG costs for the project are recurrent operating expenses such as salaries, training costs and maintenance expenses.

The GOG will allocate financial resources for the project through established organizations such as the Ministry of Economic Planning, Ministry of Local Government, Ministry of Social Welfare and Community Development, or other ministries that may provide training. These government entities depend upon funding through the usual national budgeting process. It is expected that there will be sufficient budgetary resources devoted to support this project and that they will be reasonably assured on a timely basis.

The GOG total annual expenditures will be approximately \$643,000 the final (fifth) year of the project. None of the project functions to be paid for by AID will need to be continued beyond the termination of AID assistance, although the GOG may wish to continue some participant training for new members of the regional training teams. There will be a relatively small increase in GOG funding requirements with the addition of five management training technicians to the Project Secretariat following their return from long-term U.S. participant training. However, there will not be a significant increase in GOG project costs when AID phases out of the project. It is therefore reasonable to assume that the GOG will continue to allocate resources for the recurring operating expenses of this project in adequate amounts and when required.

b) Institutional Assessment

This project will not add any new financial control of management system requirements for the GOG. Additional salaries, allowances, vehicle operation and maintenance costs, training expenses and other recurrent expenditures will be channeled through the presently established system without management changes. Payment for seminar/workshop expenses under the project will follow the same funding procedures as other regional training programs currently being conducted. The incremental load on the financial system will not be sufficient enough to adversely affect the project. In sum, the governmental ministries providing resources for the project are competent and able to adequately discharge their responsibilities for project implementation concerning financial control, reporting and management.

c) Cost/Effectiveness Assessment

This project focuses on establishing a Ghanaian training program that is supported by U.S. technical assistance, in other words, it is primarily an "institution building" project. Since it is a non-revenue producing project, its outputs cannot be assigned monetary value. Without being able to meaningfully quantify outputs in financial terms, a traditional cost/effectiveness assessment is not possible. It is possible to look at the total number of persons trained as a project output and assign input cost per person trained, but this would not accurately reflect the most important elements of the project purpose, that is, the establishment

of an ongoing district training program; the program content which includes concepts of development, participation, planning and coordination; and the supportive role the project plays in the national policy of decentralization. Therefore, cost/effectiveness can be better appraised by comparing the aggregate costs of alternative project designs that would achieve the project purpose. These are discussed in the following section on Economic Analysis.

3. ECONOMIC ANALYSIS

1) Alternative Projects

The choice of this type of project over alternative projects in other sectors or within the sectors associated with rural development or planning has been a choice of the GOG. The project has received sufficiently high national priority for the Ministry of Economic Planning to request USAID assistance in design of the project. It will be a valuable part of implementing the new local government set-up and national goals of decentralization and rural development.

2) Alternative Project Designs

The Project Design Team has discussed a variety of alternative project designs. Although there are several possible variations, three basic alternative designs emerged in development of the project. They are as follows:

- a) Establishment of nine Ghanaian regional training teams composed of three trainers each assisted by one U.S. technician in each region (total of nine). The administrative arrangements would be a national Project Coordinating Committee and Project Secretariat assisted by a U.S. Project Manager. Participant training and necessary commodities would be provided by AID.
- b) Establishment of nine Ghanaian regional training teams composed of three trainers each, with one U.S. technician assisting in two regions (total of four). The administrative arrangements, participant training and commodities would be similar to (a) above.
- c) Establishment of nine Ghanaian regional training teams assisted by one or two U.S. technicians located in centrally located regions. The administrative arrangements, participant training and commodities would be similar to (a) above.

Several other options were considered such as conducting a pilot rather than national program or assigning training/consultancy teams to more than one region, which were not acceptable in terms of achieving the project purpose. Some of these alternatives are discussed in the Technical Analysis (Part 3, Section I-2). Others are presented in Part 4, Section IV.)

It is believed option (a) above may be most effective in early attainment of the project purpose, but it has two major drawbacks - one is that it is very costly to have nine U.S. technicians and very difficult to provide necessary logistical support; and the other is that such heavy foreign assistance is likely to reduce the participation and rate of phased involvement by Ghanaians.

Alternative (c) above will not provide the adequate ongoing guidance and support necessary to accomplish the expected project results. It may be less costly in terms of U.S. inputs, but chances for it being a "successful" project are greatly reduced.

After careful consideration of the most important relevant factors related to each of the basic alternatives above, option (b) was selected as the project design most likely to achieve the project purpose within the desired time frame and at a reasonable cost. It is the least cost alternative for the particular setting, nature and for meeting other requirements of the project. Because more than half the total project cost will be GOG inputs including the assignment of twenty-seven Ghanaian trainers, the GOG must make a major commitment before undertaking the project.

IV FINANCIAL PLANSummary Table
(U.S. \$000)

SOURCE USE	AID		GOG		TOTAL	
	FX	LC	FX	LC	FX	LC
Personnel	1,570	-	-	1,269	1,570	1,269
Participant Training	400	-	76	-	476	-
Commodities	257	-	-	162	257	162
Other Costs	-	109	-	1,165	-	1,274
TOTAL	2,227	109	76	2,596	2,303	2,705

NOTE: Inflation has been calculated into the figures on an annual basis. Therefore, all the figures shown in this plan have taken inflation into account.

FINANCIAL PLAN
(U.S. \$000)
(See Page 15 for Details)

<u>FUNDING PERIOD</u>	<u>INPUTS</u>	<u>AID</u>	<u>OBLIGATIONS</u>	
			<u>GOG</u>	<u>TOTAL</u>
FY 77	U.S. Technical Services (30 person months)	174		
	Project Secretariat		11	11
	Training/Consultancy Teams		115	115
	Seminar/Workshops		15	15
	Participant Training	60	16	76
	Commodities	250		250
	Other Costs	<u>90</u>	<u>36</u>	<u>126</u>
	TOTAL	574	193	767
FY 78	U.S. Technical Services (60 person months)	356		356
	Project Secretariat		24	24
	Training/Consultancy Teams		230	230
	Seminar/Workshops		250	250
	Participants Training	40	16	56
	Commodities	3		3
	Other Costs	<u>5</u>	<u>36</u>	<u>41</u>
	TOTAL	404	556	960
FY 79	U.S. Technical Services (62 person months)	360		360
	Project Secretariat		25	25
	Training/Consultancy Teams		250	250
	Seminar/Workshops		275	275
	Participants Training	150	22	172
	Commodities	2		2

<u>FUNDING PERIOD</u>	<u>INPUTS</u>	<u>OBLIGATIONS</u>		
		<u>AID</u>	<u>GOG</u>	<u>TOTAL</u>
	Other Costs	<u>7</u>	<u>36</u>	<u>43</u>
	TOTAL	519	608	1127
FY 80	U.S. Technical Services (60 person months)	174		174
	Project Secretariat		26	26
	Training/Consultancy Teams		270	270
	Seminar/Workshops		300	300
	Participant Training	150	22	172
	Commodities	1		1
	Other Costs	<u> </u>	<u>36</u>	<u>36</u>
	TOTAL	491	654	1145
FY 81	U.S. Technical Services (61 person months)	340		340
	Project Secretariat		28	28
	Training/Consultancy Teams		290	290
	Seminar/Workshops		325	325
	Participant Training			0
	Commodities	1		1
	Other Costs	<u>7</u>	<u>18</u>	<u>25</u>
	TOTAL	348	661	1009
	GRAND TOTAL (% of total)	<u>2,336</u> (46.6%)	<u>2,672</u> (53.4%)	<u>5,008</u>

COSTING OF PROJECT OUTPUTS/INPUTS
(U.S. \$000)

PROJECT INPUTS	PROJECT OUTPUTS								TOTAL
	1	2	3	4	5	6	7	8	
<u>AID Appropriated</u>									
Technical Services	---	294	497	242	64	242	102	129	1,570
Participant Training	-	-	-	-	-	-	250	150	400
Commodities	-	15	48	23	10	104	5	52	257
Other Costs	-	-	-	-	-	90	19	-	109
TOTAL		309	545	265	74	436	376	331	2,336
<u>Government of Ghana</u>									
Salaries & Allowances	-	114	100	200	10	580	40	225	1,269
International Travel	-	-	-	-	-	-	50	26	76
Operation & Maintenance	-	32	22	20	23	25	20	20	162
Seminar Costs	-	-	-	-	-	1,165	-	-	1,165
TOTAL	-	146	122	220	33	1,770	110	271	2,672

OUTPUTS

1. Project Coordinating Committee Established
2. Project Secretariat Operational
3. Training/Consultancy Teams Trained
4. Curriculum and Materials Developed
5. Training System Developed
6. Seminar/Workshops held
7. System Established to Update Content/Methodology
8. Consultancy Services Being Provided

PART 2

IMPLEMENTATION PLANNING

I. ADMINISTRATIVE ARRANGEMENTS

A. GOV ADMINISTRATIVE ARRANGEMENTS

The three key organizations for the implementation of the project are the Project Coordination Committee, the Project Secretariat, and the Regional Training/Consultancy Teams. All three of the three organizations will need to be created for this project, but will be based on existing institutions and expertise, as outlined below.

1) Project Coordination Committee

To provide overall direction and coordination for the project, a Coordination Committee will be established at the national level. This will bring together senior officers from the Ministries of Economic Planning, Local Government, Social Welfare and Community Development, Agriculture & Health and Ghana Institute of Management and Public Administration. The Committee will be chaired by the representative of the Ministry of Economic Planning (Director for Planning).

The two major functions of the Committee will be:

- a) To provide policy guidance for the program; and
- b) to provide inter-ministerial coordination.

When the Committee wishes to communicate with the other Ministries operating at the District level, it will use the regularly established Local Government Advisory Committee. This latter Committee needs, as needed, to provide for the review of instructions which apply to all Ministries related to the District Councils in the new Local Government set-up.

2) Project Secretariat

The Ministry of Economic Planning will establish a Project Secretariat with a full-time staff to administer the project. This staff will include a Project Coordinator, a professional assistant and the necessary support staff.

The four principal functions of the Project Secretariat will be to:

- a) To select regional training officers for the project;
- b) to guide the development of the program content of the project;

- c) to provide essential logistical support for personnel in the regions; and
- d) to monitor and evaluate the effectiveness of the project.

3) Regional Training/Consultancy Teams

The multi-disciplinary team will include one person with experience in administration, and one with experience in regional planning, and one with experience in a technical ministry that is involved in rural development in a region.

The regional teams will be responsible for the following functions:

- a) To design training programs in the planning - coordination - management of local level development;
- b) to conduct training seminar/workshops for District Councilors, District Chief Executives and for the representative of decentralized ministries at the District and Regional levels;
- c) to provide on-site consultancy services in the Districts on planning and management problems; and
- d) to assess the effectiveness of training on a continuous basis and to re-design training content and methodology as needed.

4) Inter-relationships Between Key Organizations

The three levels of organizations related to the project will need to work in close cooperation with communications flowing both up and down between them. The Project Coordination Committee will not only set policy for the project, but will seek to resolve inter-ministerial difficulties which develop in project implementation. The Project Secretariat will provide overall direction and operating coordination for the regional teams, who will be responsible for implementation of the project within each region of the country.

It will be essential that these three organizations work in an integrated fashion if the project is to meet its objectives. The key link between the three organizations will be the staff of the Ministry of Economic Planning. This Ministry will provide the Chairman of the Coordination Committee, the staff of the Project Secretariat and the team leader of the regional teams. It will thus be in a position to see that a unified, effective program is carried out even though actual implementation is decentralized to the regional level.

5) Managerial Capabilities of the Implementing Organizations

As organizations to be created the administrative units of this project have no "track record" to be evaluated. They are, however, to be established within an on-going stable organization, the Ministry of Economic Planning.

The Ministry of Economic Planning is a strong, central Ministry which has a positive image, respect and authority relative to the other central agencies of the government. This project was specifically requested by the Commissioner (Minister) of Economic Planning and is supportive of a basic philosophy of the Ministry: Decentralized Development and Bottom-up Planning. The Ministry is especially interested in the development of coordinated district programs which can be incorporated into regional and national plans. The project will be a major instrumentality in working toward this goal. It is, therefore, reasonable to expect that the project will continue to receive enthusiastic leadership and support from the Ministry.

a) Leadership

Ghana has a well established merit, civil service system, which provides capable leadership to this type of project through periods of political change or discontinuity. It is assumed that able staff will be assigned to the project and that there will be reasonable continuity in their work within the project. In view of the quality of personnel now working at both the national and field levels on project-related activities in planning and rural development, this is a reasonable assumption.

b) Structure

The project is principally related to the Ministry of Economic Planning which is an effectively operating organization at both the national and regional levels. At the district level, it has no staff at present and only weak linkages. This project will specifically address this problem by building planning and coordination skills at the district level which will feed directly into and be supportive of a nation-wide planning and rural development system.

c) Roles and Commitment

The roles of the three principal organizational units in the project have been spelled out above. These roles are consistent with the values and perspective of both technical and political groups concerned with grass roots, rural development in Ghana. This concept of development from below is a constantly stated goal of the national Government and their strong efforts to push decentralization is a significant measure of the meaning and commitment behind their words.

d) Resources

The Regional level, which is key to the successful implementation of this project, has and appears to be obtaining increasing human and material resources. The regional offices are staffed with

capable people and are receiving the kind of support which enables them to move forward with their programs within each region. Of course, they would like to have additional resources and they expect the central government to continue to push able staff, funds and needed equipment out from the center for use at the Regional and District levels.

e) Outside Environment

The public environment is one favorable to strengthening district level development. Ghana is psychologically committed to rural development, and although urbanization is moving forward, it is not at the expense of a basic belief that the riches and potential of the country are in its rural areas. This project and the organizations which will support it are thus part of this prevailing view that development at the local level is important and needs priority in the overall development picture.

f) Grass Roots Managerial Considerations

The Town and Village Development Committees build on a long tradition of village self-help in Ghana. This takes the form of organizing voluntary labor for community projects such as school construction or road maintenance. The local communities effectively organize this type of effort through their Development Committees. This project will help to link these grass roots organizations more effectively to the District Councils and to their programs for integrated, district-wide rural development. Village level energies will thus be channeled into becoming part of a more meaningful inter-community development network.

B. AID Administrative Arrangements

The USAID Mission will assign a Project Liason Officer to work with the Project Secretariat to assist in implementing the project. The AID Project Liason Officer will be responsible for coordinating the AID inputs into the project and for participating in general project monitoring and evaluation.

Four PASA technicians will be assigned to the regions to assist with the implementation of the project at the regional level. They will be particularly important in the preparation of the training teams (training the trainers) and in contributing innovative approaches to project design, monitoring project progress, and in developing effective ways to measure the impact of the project on the ultimate beneficiaries, the rural poor.

As these four technicians will be assigned to work stations in the interior of the country, they will require special support from the USAID Mission. This will make their administrative back-stopping more difficult and more costly. However, the value of having them in the field in direct support of a decentralized project is considered sufficient to offset the increased problems which can be anticipated in providing logistic support to them.

AID disbursements will follow normal procedures for PASA services, commodities and participants. No unusual problems are anticipated.

II. IMPLEMENTATION PLAN

Approval of this PP is anticipated by early - December, 1976. At the request of the GOG the USAID intends to initiate the project as soon as possible in order that the seminar/workshop program for District Councils may begin to impact on District level development planning at the earliest possible time. The USAID is requesting authority to make the initial project obligation in FY 77.

The USAID will prepare and begin negotiating the ProAg when they have been notified of project authorization. Once Congressional approval has been given for early project initiation, the ProAg will be signed by the USAID for the USG and by the MEP for the GOG.

During the period of time that the ProAg is being negotiated AID/W will identify qualified personnel who would be interested in working on the project. After the ProAg has been signed, a representative from the USAID will come to the U.S. to complete the recruitment of project personnel. One direct hire Project Liaison Officer and four technicians are required. The Project Liaison Officer will have overall responsibility for coordinating and monitoring the USG commitment to the project. He will serve as an advisor to the MEP Project Secretariat (described below) and will also act as the Trainer/Advisor for the Greater Accra Region. The four technicians are expected to be provided through PASAs or PSCs. Each technician will serve as Trainer/Advisor to the regional training/consultancy teams in two regions. They will be assigned as follows: one for the Upper and Northern Regions, one for the Brong-Ahafo and Ashanti Regions, one for the Western and Central Regions and one for the Eastern and Volta Regions. PASA/PSC procedures will begin immediately once individuals have been identified with the intention that the technicians will arrive in Ghana early in June, 1977. The USAID will submit the names of the identified people to the GOG for host country clearance once PASA/PSC procedures have begun. The project will be assigned to ODA within the USAID.

Immediately after the ProAg has been signed, the GOG will establish the Project Coordinating Committee and the Project Secretariat. The Project Coordinating Committee will be made up of the Director of Planning from the MEP (who will act as chairman), Principal Secretaries from the Ministry of Local Government and the Ministry of Social Welfare and Community Development, Director of Agriculture, Director of Medical services and the Director of GIMPA. The Secretariat will be located in the MEP, and will serve as the staff arm of the Coordinating Committee and will be responsible to the Committee for the implementation of the project. The MEP will assign a senior level Planning Officer to head the Project Secretariat and serve as the

GOG Project Coordinator. He will have overall responsibility to implement and monitor the project and will coordinate with his counterpart, the U.S. Project Manager, all activities designed to achieve the project purpose.

The GOG Project Coordinator will begin immediately to recruit the additional members of the Secretariat staff and, most importantly, the personnel to make up the regional training/consultancy teams. All twenty-seven members for the nine training/consultancy teams will be assigned to these duties prior to May, 1977. The Project Coordinating Committee will meet at least once prior to April, 1977, and will establish the policy guidelines necessary for the development of the seminar/workshop program for District Council training.

Before the arrival of the U.S. technicians the USAID will locate housing and arrange the support systems necessary to maintain these technicians at the regional locations. The USAID will be responsible for maintaining the housing of the technician and will provide a vehicle to MEP for the official use of the technician. USAID will maintain a vehicle for him. Each technician will be entitled to the same support as direct hire personnel stationed in Accra. The GOG will provide office space and furnishings and any necessary clerical support.

Beginning about mid-June, 1977, the GOG Project Coordinator will meet with all the U.S. project personnel and other professional members of the Secretariat staff to outline:

- a) The training for the training/consultancy teams;
- b) The curriculum for the seminar/workshop program; and
- c) The system for presentation of those seminar/workshops.

In early July, 1977, a training session will be given by the GOG Project Coordinator with the assistance of the U.S. personnel to all of the regional training/consultancy team members. This session will last two weeks and following that the teams and the U.S. advisors will travel to their respective regions to develop the content, methodology and system of presentation for the seminar/workshops.

Beginning mid-November, 1977, each regional team will present the seminar/workshop it developed to the heads of the decentralized ministries in that region. When possible, these sessions, will be staggered so that the U.S. Advisor may attend the sessions for both the regions for which he is responsible. Using the experience and feedback from these sessions the teams will revise their programs as necessary.

The first District level seminar/workshops will begin in mid-January, 1978. While the exact structure of these training programs will be left to the training/consultancy teams themselves, with advice from the U.S. technicians and policy guidance from the Coordinating Committee, it is expected there will be one week sessions for the Councilors and District level decentralized ministry representatives emphasizing the general aspects of development, program versus project planning, setting of priorities and team building. This session would be followed by an additional two weeks for the District level decentralized ministry representatives dealing with the subjects on a more detailed basis and including attention to horizontal coordination of the various development projects. Each program will be as specific to its district as possible necessitating that the training/consultancy teams visit the area before training begins for that district. Participants at each seminar workshop will be asked to do an evaluation/critique of the program to insure that the training is responsive to their needs.

During these training sessions the GOG will pay all salaries and allowances due to the Ghanaian participants, including travel allowances. The GOM will also provide sites for the presentation of these programs. Sites are now available at regional levels which could serve adequately for the project.

Following each period of training for a district, the Regional teams will provide consultancy services reponding to requests for assistance from the districts to solve particular problems regarding the planning for and management of development at the District level.

Each region should complete a full cycle - one set - of seminar/workshops for each district in the region every 15 months. During that time the Coordinating Committee will meet to re-affirm or revise the policy guidance initially given. The Secretariat will be responsible to see that any policy changes are accounted for in the training programs.

During the first cycle and each subsequent cycle, needs will arise at the regional and national levels for which particular participant training programs would enhance the decentralization effort and better prepare other areas within the government to respond to the planning and managerial development at the District level. Specific programs will be identified in such areas as development planning; program budgeting; statistics; organizational development; management and coordination; citizen participation strategies; social change principles; fiscal and monetary policy; and regional economics. This training would be provided to train middle and senior level GOG personnel. These needs would be identified by the GOG Project Coordinator and, with the approval of the U.S. AID, participant training will

be designed and implemented. While the program will be flexible to the situation as the project progresses, planning in this paper has been on a basis of two long-term participants and five short-term participants for three months each corresponding to the training cycles within the project.

At the completion of one full cycle for each region, an evaluation of the project will be conducted. The Secretariat will be responsible for conducting the evaluation and while the exact make up of the evaluation team is not set at this time, membership would likely include knowledgeable officials from the Universities in Ghana, GIMPA, USAID and AID/W. The USAID participation will result in a PAR. (For further details see 5.C., Evaluation Plan).

In mid-January, 1979, the U.S. project personnel will meet with the Secretariat to outline the further development of the training/consultancy teams. At this time selections will be made for the short-term participant training programs planned for the trainers during the next cycle (described below) and for the long-term training for the Secretariat. Five exceptional trainers will be sent for one year of non-degree training in the U.S. on how to teach Planning and Management. These five individuals will be assigned to the Secretariat at this point and will be replaced on the regional teams by five new trainers recruited by the GOG Project Coordinator. Following their training the five long-term participants will return to the Secretariat to provide the capability to update the seminar/workshop program and to train the training teams after the U.S. advisors have departed. These training programs should commence during the winter quarter or second semester of the 1978-79 academic year.

In mid-February, 1979, a two-week training seminar will be given for all the regional training/consultancy teams by the GOG Project Coordinator with assistance from the U.S. technicians. Following that seminar the regional teams, with their U.S. advisors, will travel to their respective regions.

The complete seminar/workshop cycle will be repeated starting with the Regional Council, which according to plan will have been established by that time, and then all of the District Councils. Training will cover the same and/or complementary areas covered in the previous cycle depending on the need. Consultancy services will continue as well.

During the second cycle, individual trainers will be sent for U.S. or third country short-term training programs related to the project. Up to one per region will be sent for two or three months, depending on the work-loads and timing of district sessions. Also during this cycle, the U.S. project personnel would be expected to

take their home leaves and return (or where necessary, be replaced). Again, scheduling would depend on work-loads and timing of district sessions. During the absence of each technician the U.S. Project Liaison Officer, other technicians and the USAID/ODA staff will cover his responsibilities as necessary.

Following the completion of the second cycle, another project evaluation will be conducted similar to the first one. A PAR will be completed as a result.

The third cycle will begin about early-May, 1980, with a conference of the GOG Project Coordinator and the U.S. project personnel to outline further development of the regional teams. Selections will be made for the short-term participant training programs to be conducted over that cycle. Following that conference, the Regional level seminar/workshops will commence, and the District level will follow after. The individual trainers selected for the short-term participant training will be sent at various times throughout the cycle.

During the third cycle the long-term participants will return to the Secretariat and, as they are able to take over responsibility, the U.S. technicians will begin to phase out of the regional activities. By the end of the third cycle all the U.S. technicians will have departed.

A third evaluation, and final one, in terms of USG involvement, is planned for the end of the third cycle. That evaluation will constitute the final input by the USG to the project and will assess the overall U.S. participation as well as the success of the project.

The GOG and USG representatives have concurred in the implementation plan and the only unresolved matter is the make up of the evaluation teams. It is felt that this should be left for a later date when availabilities of key personnel are known.

Throughout the life of the project, the necessary project documentation such as ProAgs and PIOs will be prepared, negotiated and signed on a timely basis so as to insure continuous and sufficient input to the project.

IMPLEMENTATION SCHEDULE

<u>DATE</u>	<u>EVENT</u>	<u>ACTION AGENT</u>
12/76	PP Approved	AID/W
1/77	FY 77 ProAg Signed	USAID/GOG
2/77	GOG Project Coordinator Assigned	GOG
3/77	U.S. Technicians Recruited	USAID/AID/W
5/77	U.S. Technicians Nominated to GOG	USAID/GOG
5/77	GOG Project Personnel on Board	GOG
6/77	U.S. Technicians on Board	AID/W/USAID
7/77	Training of Trainers Begins	GOG/USAID
10/77	FY 1978 ProAg Signed	USAID/GOG
11/77	Initial Training of Trainers Completed	GOG/USAID
11/77	Curriculum Developed	GOG/USAID
11/77	Training System Designed	GOG/USAID
11/77	First Regional Seminar/Workshop Begin	GOG/USAID
1/78	First District Seminar/Workshop Begin	GOG/USAID
10/78	FY 1979 ProAg Signed	USAID/GOG
1/79	Project Evaluation	GOG/USAID/AID/W
2/79	Program/Curriculum Redesign	GOG/USAID
2/79	Second Regional Seminar/Workshop Begin	GOG/USAID
3/79	Second District Seminar/Workshop Begin	GOG/USAID
12/79	FY 1980 ProAg Signed	USAID/GOG
3/80	Project Evaluation	GOG/USAID/AID/W
4/80	Program Curriculum Redesign	GOG/USAID
5/80	Third Regional Seminar/Workshop Begin	GOG/USAID
6/80	Third District Seminar Workshop Begin	GOG/USAID
10/80	FY 1981 ProAg Signed	USAID/GOG
6/81	Final Project Evaluation	GOG/USAID/AID/W
7/81	U.S. Project Technicians Depart	USAID

Note: For further details on implementation see the Project Performance Tracking Network (Annex V) and the Precedence Network System (Annex VI, D).

III. EVALUATION PLAN

Project evaluation will be a joint GOG-USG activity. Major responsibility for evaluation will, however, rest with the GOG. The Project Secretariat will establish a Project Evaluation Committee (PEC) which will have the responsibility to develop and carry out the project evaluation.

The PEC will be composed of the GOG Project Coordinator, the U.S. Project Manager, representatives from AID/W and representatives from relevant Ghanaian Universities and Institutes possibly including representatives from: 1) the University of Ghana's School of Public Administration, Legon; 2) GIMPA; 3) The Department of Planning, University of Science and Technology, Kumasi; 4) the Centre for Development Studies, University of Cape Coast; and 5) a representative from one or two technical areas such as a faculty member from the School of Agriculture, University of Ghana, Legon.

The project will provide evaluation funds which can be used to contract with Ghanaian organizations or consultants and to finance one to two U.S. evaluation specialists for work with the PEC.

The PEC should be identified during the initial stages of the project, preferably by July 1977. The PEC should have one 2-3 day meeting with the U.S. technicians and Regional Training/Consultancy Teams July before any regional or district seminar/workshops are held so appropriate baseline data can be determined and procedures developed for their collection.

The major activity of the committee during the first year would be to become familiar with the project objectives and procedures. Members of the PEC should receive all relevant information about the project as it unfolds. The Project Secretariat will have the responsibility to transmit this information to PEC members. This information will include curriculum materials and established administration procedures, as well as forward scheduling plans so evaluation may be carried out at appropriate times.

Three special evaluations have been scheduled. They are timed to coincide with the completion of each of the three training cycles. The evaluation content of each special study will focus on the entire project, however, and not just the preceding cycle. The tentative dates for these special studies are January, 1979, March, 1980, and June, 1981. The PEC will

be responsible for seeing that the special evaluations are completed. It is anticipated that Ghanaian organizations or consultants will be awarded contracts to complete these special studies. The results of each special evaluation should include recommendations as to how the GOG and the USG could better meet the project's purpose. After each special evaluation a PAR will be prepared for AID use.

Routine evaluation activities should be carried out by the secretariat, the U.S. technicians and the regional Training/Consultancy Teams. Their assessments should focus on both content and process, with immediate feedback to relevant project staff.

The details of the specific evaluation content and methodology should be determined by the PEC. It is assumed that the evaluators will understand the goals, purposes and expected outputs of the project and that procedures developed will allow for specific comparison of project achievements to initial project targets. It is also assumed that the evaluation will include empirical and quantitative data as well as normative and evaluative judgments.

Special attention needs to be given to the source from which data will be collected. Data sources may include district and regional councilors and heads of decentralized departments as well as LCEs. Other important data sources will be the ultimate beneficiary, the villagers (small farmers), representatives on Town/Village Development Committees and on Local, Area, Municipal and Urban Councils. Most of the data from these sources will have to be obtained using primary data collection techniques (interviewing, survey, etc.). Some secondary data may be collected from these sources (budgets, minutes of meetings, etc.)

Once the data are collected, attention will need to be given to the specification of individuals and organizations who should be involved in making normative and evaluative judgments. Representatives of district, regional and national level organizations concerned with the new local government set up should be involved in this evaluation activity.

The specific content of the evaluation will include information about the key concepts in the new set up. Do people have a better understanding of development? Has there been increased coordination among relevant organizations? Is there better team work? What kinds of coordination have occurred? Is

there an increasing amount of participation of small farmers as the new set up unfolds? Is a program rather than individual projects being developed? Is satisfactory progress being made in preparing an integrated rural development plan? What are the major constraints in implementing the new local government set up? What strategies are being used to overcome these constraints?

The evaluation should also address the degree to which the training/consultancy concept is being institutionalized in Ghana. To what extent is the training/consultancy capability improved by each cycle of training? Special consideration should be given to having one or two Ghanaians receive short term Participant Training experiences in evaluation principles and techniques.

IV. CONDITIONS AND NEGOTIATING STATUS

The project has been developed in continuing consultation with GO staff. All are in basic agreement with the purpose and general methodology of the project. Problems, however, can be anticipated in two areas which will require further negotiation: Project staffing and decentralization policy.

1. Project Staffing

The Project Secretariat and Regional training/consultancy teams place a considerable staffing burden on the GOG. The project will succeed or fail on the quality of the personnel assigned to it. Although human resources of the type needed are limited in Ghana, it is generally agreed that personnel are available for these project management and implementation positions. The problem is to get them released from their present duties and assigned to the project.

The numbers of staff required for the training/consultancy positions is highest and will be most difficult to fill. At three positions per region, the project will need twenty-seven trainers/consultants. They should be people with experience in planning and rural development, plus an enthusiasm which will enable them to communicate with others at the district level. Such people are not readily available and, in most cases, they are already performing planning, teaching or management functions which will make them difficult to replace when they are reassigned to the project.

To reduce the recruitment-assignment burden to the Government, several options are available. One is not to assign a training/consultancy team to the Greater Accra Region. This region covering the metropolitan Accra area is least significant in terms of the Government's priority, reflected in this project, on rural development. This would reduce the total staff by three positions. A second alternative is to phase in the assignment of Ghanaian staff, to begin the project with two trainers/consultants per region and to add the third after the first year. A combination of these two options would reduce the initial field staff of the project to sixteen (two each for the eight regions outside of Accra), which would be minimal staffing for a successful project. The Project Design Team strongly believes that it is necessary to assign training/consultancy teams to each region if the project purpose is to be achieved, that is, one team cannot effectively carry out the program in more than one region.

These options and others should be negotiated with the GOG.

2. Decentralization Policy

This project is part of a broad decentralization effort being undertaken by the Government. By strengthening the planning-management capability of the district councils and their staffs, this project will help provide a firmer base for decentralization. However, the project is not sufficient by itself to insure the success of that policy. A continuing reaffirmation of decentralization and implementation of the new local government set-up will be necessary in a variety of ways if it is to succeed in Ghana.

Policy statements which are clearly understood by all Ministers on the nature of the coordinating role of the district councils and the need for all officials to accept and support a district program under the new structure is required. This is especially important in the key areas of agriculture, education and health, where central agencies have long operated programs at the district level on an uncoordinated basis under their respective line ministries. Consolidated budgeting at the district level is a corollary step which has been proposed and will need to be taken if decentralized, district level planning is to achieve its full potential. Only when the district councils have some say in how central funds are spent in their areas in fields such as agriculture, education and health will they be able to play the role envisioned for them in integrating rural development activities within the district.

These supporting actions should also be negotiated with the COG.

Annexes III, V, VI.C, and VI.D will be distributed as part of the final Project Paper.



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TAGS:

SUBJECT: APPROVAL OF PID FOR ECONOMIC AND RURAL DEVELOPMENT
MANAGEMENT PROJECT 641-0077

1. SUBJECT PID REVIEWED BY PROJECT COMMITTEE AND APPROVED
DURING EXECUTIVE COMMITTEE FOR PROJECT REVIEW MEETING ON
GHANA FY 1977 ABS. SINCE PROPOSED PROJECT COSTS WILL NOT
EXCEED DOLLARS 500,000, PRP IS NOT REQUIRED AND MISSION
AUTHORIZED TO PROCEED WITH DEVELOPMENT OF PP. PID VIEWED
AS FULLY CONSISTENT WITH CONGRESSIONAL MANDATE AND WITH NEED
IDENTIFIED IN OAP FOR DEVELOPMENT AND IMPROVEMENT OF MANA-

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GERIAL CAPACITY OF GHANAIAN NATIONAL AND LOCAL INSTITUTIONS CONCERNED WITH PROGRAMS WHICH BENEFIT SMALL HOLDERS AND NON-FARM RURAL POOR.

2. FOLLOWING ISSUES RESULTED FROM REVIEW PROCESS:

A. PP SHOULD DESCRIBE ENTIRE TRAINING PROGRAM, INCLUDING (1) GOG CONTRIBUTION, (2) CIDA-ASSISTED ELEMENTS, (3) HOW PROPOSED ACTIVITY FITS INTO OVERALL TRAINING EFFORT, AND (4) HOW TRAINING EFFORT, ESPECIALLY AID SUPPORTED ACTIVITIES ARE EXPECTED TO RESULT IN IMPROVEMENT IN INCOME AND ECONOMIC OPPORTUNITIES FOR THE RURAL POOR.

B. PP SHOULD IDENTIFY SPECIFIC TYPES OF TRAINING TO BE UNDERTAKEN UNDER THE PROJECT, AS WELL AS THE RELATIVE PROPORTIONS OF TRAINING FOR DISTRICT, REGIONAL AND NATIONAL LEVEL PERSONNEL.

C. WHILE TRAINING DISTRICT LEVEL RURAL DEVELOPMENT OFFICERS MAY WELL BE MOST IMPORTANT COMPONENT OF PROPOSED ACTIVITY, CONCUR WITH PROPOSED APPROACH PROVIDING TRAINING TO NATIONAL LEVEL PERSONNEL AS MEANS OF INCREASING EMPHASIS ON RURAL DEVELOPMENT ACTIVITIES/PROBLEMS AT CENTRAL LEVEL. PP SHOULD DESCRIBE THE TRAINING NEEDS AT BOTH THE NATIONAL AND THE REGIONAL LEVELS TO ENABLE GOG ACHIEVE ITS RURAL DEVELOPMENT OBJECTIVES AND HOW THESE NEEDS WERE IDENTIFIED. IN ADDITION, PP SHOULD EXAMINE THE POSSIBILITY OF ESTABLISHING IN-SERVICE OR IN-COUNTRY TRAINING PROGRAMS, OR TRAINING IN ANOTHER AFRICAN COUNTRY FOR ALL PERSONNEL, WHICH WOULD APPEAR IN PRINCIPLE TO BE ALTERNATIVES PREFERABLE TO PROVIDING ANY RELATIVELY COSTLY TRAINING IN U.S.

D. DESIGN OF THIS PROJECT SHOULD ASSURE CONCRETE LINKS BETWEEN ITS ACTIVITIES AND THE RURAL DEVELOPMENT ACTIVITIES PLANNED UNDER PROJECT 073. ONE OF REGIONS SELECTED FOR PILOT PHASE (ASHANTI REGION) IS NOT AMONG AREAS SELECTED FOR DISTRICT PLANNING AND RURAL DEVELOPMENT PROJECT. PP SHOULD DESCRIBE RELATIONSHIP BETWEEN THIS ACTIVITY AND OTHER PROJECTS, PARTICULARLY PROJECT 0073, AND INCLUDE APPROPRIATE JUSTIFICATION IF TRAINING ACTIVITIES NOT CON-

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CONCENTRATING ON SAME AREAS SELECTED FOR RURAL DEVELOPMENT EFFORT.

E. PP SHOULD DESCRIBE INSTITUTIONAL MECHANISM FOR CONDUCTING IN-COUNTRY SEMINAR, INCLUDING, AS APPROPRIATE, A DISCUSSION OF GIMPA'S CAPACITY TO PROVIDE REQUIRED MANAGEMENT TRAINING; ROLE, IF ANY, OF MINISTRY OF LOCAL GOVERNMENT IN SAME TRAINING PROGRAM; AND HOW THIS COMPONENT WILL BE CARRIED OUT IN MANNER WHICH WILL MAXIMIZE CONTRIBUTION OF BOTH INSTITUTIONS.

F. UNIVERSITY CONDUCTED RESEARCH WAS ALSO A COMPONENT OF PROJECT 062, ONE OF WHICH THE GOG MADE LITTLE USE. PP SHOULD SPECIFICALLY DESCRIBE THE LINKS BETWEEN THE RESEARCH AND OTHER PROJECT ACTIVITIES. IT SHOULD IDENTIFY THE ORGANIZATION RESPONSIBLE FOR SELECTING THE RESEARCH TOPICS AND IMPLEMENTING AGENTS MONITORING, AND APPLYING THE RESULTS.

3. AID/W CONCURS WITH USAID THAT ACTIVITIES OF GHANAIAN CONSULTING FIRM UNDER PROJECT 062 OUTLINED ON PAGE 6 OF

PIR ARE ESSENTIAL TO DESIGN OF THIS PROJECT, AND ENDORSE IDEA OF USING GHANAIAN CAPACITY FOR THIS WORK.

4. AS NOTED SEPTTEL, ROUSH TRAVELLING TO GHANA SHORTLY AND WILL BE AVAILABLE TO TALK WITH CIAA STAFF, DESK AND PROJECT MANAGER EXPLORING OTHER SOURCES OF DESIGN CAPABILITY.
KISSINGER

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ANNEX II--Grantee's Application for Assistance

VI - 2 - 1

DUK

In case of reply the number and date of the letter should be quoted.

Mr. Ref. No. DV.24

Your Ref. No.



REPUBLIC OF GHANA

MINISTRY OF ECONOMIC PLANNING

~~MINISTRY OF ECONOMIC PLANNING~~

~~DIRECTION~~

P O BOX M.76,

ACCRA

18 November, 1975.

RECEIVED
 19 NOV 1975
 USAID/GHANA

Dear Sir,

I have been directed to write with reference to your letter of October 9th concerning U.S.A.I.D's proposed project of training District Councils in improved management and planning.

2. In principle we agree with the content of the letter referred to above. We very much welcome the need for assistance in the area of training District Councils in improved management and planning. As you might be aware, a similar project being organised by CIDA and the Ministry of Economic Planning is about to begin at GIMPA - by January, 1976. We have taken note of your intention for the proposed U.S.A.I.D. project to be designed to complement the GIMPA - CIDA Economic Planning Project. It would however be much more appreciated if U.S.A.I.D. would consider integrating the proposed project into the GIMPA - CIDA Economic Planning project.

3. We are in consultation with the Ministry of Local Government and G.I.M.P.A. on the proposed project and we hope that officials of the Government of Ghana would be able to work with the study team to be provided by the USAID Mission.

4. We would be pleased to answer any questions you may have on the matter.

Yours Sincerely,

[Signature]
 for: DIRECTOR OF PLANNING
 (OTHER GRANT)

ACTION:	ODA
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DIR	<input checked="" type="checkbox"/>
DIR	<input checked="" type="checkbox"/>
AD	<input checked="" type="checkbox"/>
PO O	
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MR. W. HAVEN NORTH,
 MISSION DIRECTOR,
 USAID MISSION TO GHANA,
 ACCRA.

nea.

ANNEX IV--LOGICAL FRAMEWORK

GHANA

Economic and Rural Development Management

641-0077

GOAL	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Increased development of the rural areas through effective involvement of rural people in the development process.</p>	<ol style="list-style-type: none"> 1. Increase proportion of the GOG development budget devoted to the rural areas. 2. Increased productivity (primarily agricultural) in the rural areas. 3. Increased incomes in the rural areas. 4. More children attending school and for longer periods. 5. Greater availability of and access to health services. 	<ol style="list-style-type: none"> 1. Review of GOG budgets. 2. Sample surveys and agriculture census data. 3. Sample surveys. 4. Review of school records. 5. Physical inspection and review of health needs. 	<p>That better planning at the local level will increase rural peoples' welfare.</p>

SUE-GOAL	INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Decentralization to the district level of the planning, coordination and decision-making for rural development.</p>	<ol style="list-style-type: none"> 1. Increased utilization of central government grants. 2. Central funding allocations made on the basis of district planning. 3. Varied programs between districts. 4. Larger and more complex projects authorized at the district level. 5. Changing orientation/identity for personnel at the district level. 	<ol style="list-style-type: none"> 1. Review of central government grant records. 2. Review of the MEP allocation process. 3. Review of approved district budgets. 4. Review of approved district budgets. 5. Interviews with personnel. 	<ol style="list-style-type: none"> 1. That decentralization will remain a GOG objective. 2. That the central ministries will accept the consolidated budget concept at the district level. 3. That the central government will recognize and be responsive to good planning in the districts. 4. That additional resources can be made available to the districts.

PURPOSE	END OF PROJECT CONDITION	MEANS OF VERIFICATION	ASSUMPTIONS
<p>Establish an effective planning, coordination and management training program for district and regional level councilors and officials.</p>	<ol style="list-style-type: none"> 1. Nine teams functioning, one in each region. 2. Councils evaluating local needs and setting priorities: 3. More efficient utilization of resources. 4. 5. Decreased incidence of error in budgets submitted by the districts. 6. More and larger and more complex projects under the control of the councils. 7. Increased interaction and coordination among district level officials. 8. Increased utilization of consulting services. 	<ol style="list-style-type: none"> 1. Visits to the regions. 2. Review of district plans. 3. Review of approved district budgets. 4. Review of approved district budgets. 5. Review of budgets as submitted by the councils. 6. Review of approved district budgets. 7. Interviews with district level personnel. 8. Review of project records. 	<ol style="list-style-type: none"> 1. That the GOG can provide incentives necessary to hold and stimulate professional growth of qualified people. 2. That this program will receive the continuous active support of the Regional Commissioner and his staff.

OUTPUTS	MAGNITUDE OF OUTPUTS	MEANS OF VERIFICATION	ASSUMPTIONS
1. Project Coordinating Committee established.	1. One established by February, 1977.	1. Establishing documentation.	1. That well qualified and motivated people will be assigned to this project.
2. Project Secretariat established.	2. One established by February, 1977 with Project Coordinator assigned.	2. Establishing documentation and MEP records.	
3. Regional Training/Consultancy Teams trained.	3. Nine teams and 27 trainers ready by November, 1977 and updated over the project life.	3. Project records/reports and regional observation.	
4. Curriculum and materials developed.	4. Nine programs designed by November, 1977 and updated over the project life.	4. Project records/reports and regional observation.	
5. Training system developed.	5. Nine systems developed by November, 1977 and updated over the project life.	5. Project records/reports and regional observation.	
6. Seminar/Workshops.	6. 62 district level and 9 regional level seminar/workshops held during each of the three cycles during the project.	6. Project and regional records and reports.	
7. Systems to update content and methodology.	7. One general system with five specialists by the end of the second seminar/workshop cycle.	7. Project records/reports.	
8. Consultancy services.	8. Nine teams providing consultancy services.	8. Project records/reports.	

INPUTS	MAGNITUDE OF INPUTS	MEANS OF VERIFICATION	ASSUMPTIONS
<u>GOG</u>			
Financing for			
1. Project Coordinating Committee.	1. One - N.A.	1. Establishment documentation.	1. That inputs will be made on a timely basis.
2. Project Secretariat including Project Coordinator and staff.	2. One - \$114,000.	2. GOG financial records.	
3. Regional training/consultancy teams.	3. Nine teams with 27 trainers - \$1,155,000	3. GOG financial records.	
4. Seminar/workshops.	4. 186 district level and 27 regional level - \$1,165,000	4. GOG financial records.	
5. International travel.	5. Eleven long-term participants - \$12,000.	5. GOG financial records.	
<u>USG (AID)</u>			
1. U.S. technical services.	1. One DH Project Manager for 57 MM, four technicians for 216 MM and six MM of consulting services for evaluations - \$1,154,000	1. AID documentation.	
2. Participant training.	2. Eleven long-term for one year each and 38 short-term for three months - \$400,000	2. AID documentation.	
3. Commodities.	3. Audio-visual aids and supplies, 14 vehicles and household furnishings and appliances for project technicians - \$257,000.	3. AID documentation.	
4. Other costs.	4. Local currency costs for Ghanaian consultants to work on project evaluations and for training facilities improvement - \$107,000.	4. AID documentation.	

ANNEX VI.A--Itemized Technical Equipment List

<u>QUANTITY</u>	<u>ITEM DESCRIPTION</u>	<u>UNIT COST</u>	<u>TOTAL COST</u>
10	Chevy Suburbans (& spares)*	\$10,000	\$90,000
5	Chevy Blazers (& spares)*	10,000	50,000
9	Overhead Projectors	200	1,800
9	Movie Projectors	800	7,200
9	Slide Projectors	150	1,350
Indef.	Parts for Projection Equipment	1,500	1,500
9	Viewing Screens	75	675
9	Cassette Recorders	100	900
9	Esels	50	450
Indef.	Films, Transparancies, Cassettes, etc.	4,500	4,500
1	Slide Making Machine	500	500
1	Duplicating Machine	1,500	1,500
Indef.	Books	1,500	1,500
5	Sets of Home Furnishings and Appliances	17,500	87,500
Indef.	Miscellaneous Supplies	625	625
		TOTAL	\$250,000

* Authority has been provided for standardization on Chevrolet products.

ATTEBUBU DISTRICT COUNCIL

ACTUAL REVENUE AND EXPENDITURE FOR 1974-75

Data on District:

Population - 90,223
 Area - 3,174 square miles

It has the largest area and smallest population of the six districts in the Swamp-shafe Region.

<u>Actual Revenue 1974-75</u>		c296,648
I. Total Local Revenue		c127,766
A. Rates		90,070
1. Basic Rate (head tax)		
64,915		
2. Rates on Produce		
30,600		
3. Sanitation Rate		
1,100		
4. Rate on Bicycles		
618		
5. Arrears		
828		
B. Fees		c30,784
1. Markets		
16,602		
2. Licenses		
1,250		
3. Lorry Fees		
851		
4. Founds		
400		

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3. Slaughter Houses		
443		
6. Building Plans		
371		
7. Miscellaneous		
733		
C. Trading Services	3,229	
D. Licenses	2,848	
E. Rents	1,313	
F. Other Revenue	1,273	
II. Grants-in-aid from Central Government	162,806	
A. Salary Grant	149,406	
B. Ordinary Grant	13,400	
<u>Actual Expenditures 1974-75</u>		287,799
A. Development Projects	56,307	
1. Council building maintenance	15,160	
2. Markets	10,821	
3. Pit Latrines	9,306	
4. School Maintenance	6,998	
5. School Furniture	5,000	

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(Total, unless specified)

1.	General Law	10,000
2.	Special Law	10,000
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2. General Operations
(clerical staff, manager,
rentals, operating costs) 10,000

3. Telephone Service to Chiefs
(over traditional authorities) 7,000

4. Water Supply
(well operations) 3,000

5. Agriculture
(equipment expenses) 400

6. Miscellaneous 11,000

Actual Expenditures for 1972-73

28,400

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