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ISN-27943

PD-AAM-543

PROJECT COMPLETION REPORT
USAID/GHANA

Project Title	:	District Planning and Rural Development (DIPRUD)
Project Number	:	641-0073
Functional Account	:	Food and Agriculture
Date Authorized	:	May 6, 1977
Authorized By	:	AA/AFR
Amount Authorized for Life of Project	:	$500,000 (grant)
Amount Obligated during LOP	:	$492,000
Obligating Documents	:	PROAG No. 641-77-2 signed June 29, 1977 PROAG No. G-641-79-1 signed February 27, 1979
Original PACD	:	September 30, 1980
Revised PACD	:	September 30, 1982
Project Pipeline at PACD	:	$32,000.00

I. Project Purpose:

To develop the capacities of the Atebubu District Council and its supporting system of local, regional and national institutions to effectively involve the district's population in the planning, management, implementation and evaluation of an integrated rural development program directed towards achieving the district's growth, employment and equity objectives.

II. Summary of Anticipated Project Outputs

A. Pre-Implementation - Phase I:

1. Methodology developed to identify constraints to change, and to involve the local population in the design and implementation of self-help projects which increase the production and incomes of small farmers and entrepreneurs of the District.

2. Identification of income generating activities which increase rural employment opportunities.

3. A low-cost easily managed information system developed that allows the District Council to prepare a 5-year development plan.

B. Implementation - Phase II:

1. Approaches for developing a planning capacity implemented, and a managed information system operational.

2. Income generating activities introduced, and non-formal education and local organization approaches developed and tested.

III. Summary of Anticipated Project Inputs

A. Technical Assistance:

1. One long term technician-Development Planning Advisor (DPA), to perform the following:

(a) discuss project objectives with all members of the local governing body (District Council);

(b) conduct an investigation on the existing production and social systems in Atebubu District, and

(c) provide recommendations on where, when, what, and how rural enterprises and community development activities should be carried out in the District.

2. Short term U.S. consultants, as needed, in production agronomy, water development, public health, civil engineering, and public works.

B. Commodities:

1. Three vehicles. One each for the long-term and short-term consultants. One for the USAID Project Officer.

2. Generator, appliances, and furnishings for the long-term consultant's housing.

3. Survey and field equipment for conducting the socio-economic study.

4. Building construction materials, fishing equipment, health supplies, carpentry tools, poplin, sewing machines, etc. in support of pilot activities.

C. Participant Training:

None.

D. Host Country Inputs:

1. District Council officials to assist long-term technician in undertaking preliminary investigations on various production, economic, and social systems.

2. Personnel to assist in the development of a District Council budget and 5-year development plan.

3. Local artisans and materials to initiate pilot construction activities.

4. Housing for the long and short term technicians.

5. Administrative and secretarial services for technicians.

6. Full-time counterpart to the long-term technician.

IV. Status of the Project at PACD

A. General Project Activities:

A socio-economic study was completed in Phase I of the project, which:

1. surveyed the wants and needs of the District population;

2. identified constraints to changes, and

3. suggested ways to involve the community in the design and implementation of activities to improve their economic and social well being.

This study, although unsatisfactory due to a lack of specific recommendations, and two years late due to poor contractor performance, led to the implementation of pilot sub-activities in Phase II of the project. The sub-activities which averaged a USAID contribution of $17,000 each over a two year period, included:

1. Construction of a community health center for maternal child care.

2. Construction and supply of basic medical equipment for a rural health clinic.

3. Provision of materials to begin construction of a blacksmith workshop, and supply of hand tools for a blacksmith cooperative.

4. Provision of materials to construct a community adult education center, and supply carpentry tools and sewing machines for skills training.

5. Formation of a cooperative and provision of materials to set up a modest Adinkra dye-making and cloth printing enterprise.

6. Assistance to a local fishing cooperative to construct two fishing boats, purchase outboard motors, nets and equipment to smoke and dry fish.

7. Provision of a small generator and shed to assist a poultry producers coop to mix its own feed.

8. Construction of a building and provision of equipment for a cassava flour (gari) production coop.

As of the PACD, six of the sub-activities were complete. The community adult education center was only 10 percent complete, although USAID had fulfilled its obligation to supply construction materials to allow the community to continue the project beyond the PACD. The blacksmith activity was terminated early due to a lack of progress.

B. Delivery of Technical Assistance:

The Mission experienced difficulties obtaining a suitably qualified long-term technician to complete the Phase I requirements. Two contractors were early terminated due to family and personal complications. Short-term U.S. consultants were never brought on-board due to time delays and lack of identified needs. A terminating PCV was eventually hired on a short-term contract to identify and initiate sub-activities for Phase II of the project.

C. Delivery of Commodities:

All vehicles procured with project funds (1 pick-up, 2 suburbans, and 2 motorcycles) have been received. The motorcycles are continuing to be used by two PCV's in connection with the rural health clinic activities. The other vehicles are no longer required for DIPRUD activities and have been transfered to the Atebubu District Council or the Ministry of Agriculture. USAID has fulfilled its obligation to procure all building construction materials, health supplies, food processing equipment, adult education materials, etc. agreed to under each of the pilot sub-activities. Most of these materials were procured in Lome under the AFR Bureau blanket source/origin waiver for shelf item procurement.

V. Extent to which the project purpose has been achieved

The project was only marginally successful in achieving its purpose. The project did not succeed in organizing and motivating the Atebubu District Council to coordinate with other local, regional and national institutions to implement an integrated rural development strategy or a 5-year development plan for the District. This is because throughout the life of the project, the Atebubu District Council remained basically an organization in-name only. District governments in Ghana have little authority to allocate resources or implement self-initiated programs. This constraint was to have been eliminated with the passage of a decentralized Local Government Act which was never passed. The project has been able to design and implement eight sub-activities (described above) which tested the local population's ability to carry out rural development projects.

VI. Additional Inputs Required by A.I.D., The Host Country or Other Donors to Assure Achievement of the Project Purpose

The passage and effective implementation of a national decentralization act is needed to fully achieve the overall project purpose. The remaining unfinished sub-activity requires local initiative and participation to assemble laborers, skilled carpenters, and masons. USAID does not anticipate providing any further inputs to the project.

VII. Recommendations:

A. Further Monitoring Required by A.I.D.:

The Mission will visit each sub-activity to determine the extent and continued interest of local participation. This will require one man-day per month for the next six months.

B. Need for a Follow-on Project:

A follow-on project is not recommended. The Mission prepared a DIPRUD II project paper which focused on small locally designed rural development activities such as the construction of feeder roads and fresh water reservoirs. Further consideration of the DIPRUD II project was suspended due to the non-passage of a national decentralization act and lack of satisfactory progress in DIPRUD I.

C. Developmental Lessons Or Experiences Which Would Warrant This Project Being Presented To AID/W As A Replicable Project:

Without the authority to collect revenues, allocate resources, and make decisions on behalf of the local population, district governments are ineffective as coordinators of various governmental services within the district or to implement community development projects. Even with such authority, there must exist good working relationships between the district governments and the local population.

Sub-activities, such as the gari processing coop, fishing coop, and poultry feed mill, which involved income generation or other economic benefits were most successful in terms of completing the objectives within schedule and maintaining local participation.

On the other hand, activities which did not produce tangible and immediate evidence of benefits from the involvement of the rural population did not gain the needed support and sustained enthusiasm to assure completion. In projects, such as a community health center, where only social benefits accrue to the population, the motivation has been provided by an individual or organization outside of the community (i.e. Missionary, PVO, PCV, or USAID). Without this assistance it is unlikely that the facility would have been completed. Further observation by the Mission will indicate whether activities spurred to completion through the presence of an outside agent will continue to be used.

D. End-of-Project Evaluation:

An end-of-project evaluation is not required. The Mission believes A.I.D. has gained similar experiences from previous rural development projects which support the conclusions reached in this project.

E. Other Comments:

Throughout the life of this project, Ghana experienced increasing economic deterioration characterized by a shortage of basic commodities, inflation rates over 100% during 1981, and an over-valued cedi with black market exchange rates 18 to 20 times the official rate. This has adversely affected project implementation due to unavailability of basic building construction materials such as cement, lumber, nails, paint, etc. Items which could be obtained locally were available only on the blackmarket at extremely high cost.
The Mission has been very concerned over the high cost of inputs required for project implementation. Mission policy throughout this project has been to encourage local participation as much as possible, especially in regard to construction and procurement of locally available materials. However, on a case-by-case basis the Mission obtained some materials from Lome. This helped maintain the cost of some activities within reason. Nevertheless, the factors cited above necessitated amending all of the sub-activities in Phase II to either extend completion dates, increase funds, or both.

In the early stages of Phase II implementation, the Mission recognized the need to assume a more active role in project implementation than was originally envisioned. This was due to the fact that the organizations dealt with in the sub-activities were inexperienced and not well organized for project implementation. Major problems which they faced in dealing with USAID as a donor agency were a lack of understanding of procurement regulations and documentation of financial transactions and activities, and completing project activities within a specified time frame. It became apparent that in order to assure completion of the project, USAID would have to undertake much of the routine procurement and almost all of the construction responsibility. These aspects of project implementation should not have been performed by USAID as

it resulted in overextending Mission staff and capabilities. Rather than try to by-pass the existing system and implement projects differently than designed, USAID/Ghana recommends that Missions should not hesitate to terminate bad projects.

Report prepared by: John Thomas, Project Officer

Date prepared: October 7, 1982

Clearance: PRM:GGraf