

FINAL DRAFT

MONITORING PROGRAM PERFORMANCE

A Report Prepared for USAID/Ghana

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I. INTRODUCTION

A. Purpose and Scope of Work

This report's purpose is to help USAID/Ghana establish a Program Performance Monitoring System for its key programmatic interventions. When the system is installed, USAID/Ghana should be able to identify the information that will be needed on a regular basis to judge the impact of its various programs and progress towards the achievement of USAID's higher-level goal. This information can be used for the USAID's own management purposes and for reporting to A.I.D./Washington and Congress.

B. Methodology

The team visited Ghana from April 13 through 26, 1991 and worked closely throughout the entire process with the Mission Director and Program Office staff who were of great assistance on technical and administrative matters. The team also enjoyed excellent access to, and support from, the various technical offices.

The team took as points of departure the USAID's basic program documents, historical records, current and planned portfolio, and recent evaluation experience. The objectives implicitly or explicitly reflected in these documents were scrutinized from three perspectives: their congruence with the articulated Africa Bureau objectives in the Development Fund for Africa; their consistency with the values and judgements of the USAID staff; and their feasibility given projected resource levels.

In order to familiarize USAID staff with the methodology, objectives and definitions related to program planning and Logical Framework development, a three hour working session with all direct hire and FSN staff was facilitated by the Team Leader. This session provided a common framework from which staff could review and critique their previous work and brainstorm revised goal statements and strategic objectives for the Ghana program.

Objectives were arranged in a hierarchical fashion using a technique called "objective trees" to clarify the logic and substance of possible USAID strategies. For each such strategy, initial analysis was carried out using the following framework of definitions:

Program: A program is the sum of the project, non-project, analytical studies, Title III food aid and policy dialogue actions undertaken by an A.I.D. field mission in pursuit of a given strategic objective.

Strategic Objectives: The three to five highest level objectives in USAID/Ghana's Program Logical Framework which the USAID accepts as within their manageable interest. These objectives should be stated in terms of results which are as close as possible to positive changes in the lives of African people -i.e. people level impact. The results at this level should be attainable in five to seven years.

Performance Indicators: Criteria for determining or calibrating progress in the attainment of Strategic Objectives.

Performance Monitoring System: An institutionalized system for collecting and reporting program performance data on a periodic basis.

Program Activities: The inputs provided to produce Targets and Sub-Targets that in turn contribute to achieving the Strategic Objective.

Targets: The major accomplishments an A.I.D. field mission is willing to assume direct responsibility for in its efforts to achieve its Strategic Objectives. The results at this level should be obtainable in three to five years.

Sub-Targets: Accomplishments that contribute to achieving a Target.

Program Goal: The highest level objective in the USAID Program Logical Framework. It should be stated in terms of results which are as close as possible to positive changes in the lives of African people. The results to be produced at this level may be very long term - i.e. ten to twenty or more years into the future.

Sub-Goal: An intervening level objective between the strategic objective and the goal in the USAID's Program Logical Framework. By definition, it is above the level of Mission manageable interest. Results at this level should be obtainable in less time than at the goal level.

Target of Opportunity: An objective or activity incidental to the A.I.D. field mission's basic program strategy but nevertheless included in its portfolio for historical, political, humanitarian, or public relations reasons.

Cross-Cutting Issue: An issue of programmatic or policy concern that permeates an A.I.D. field mission's portfolio and warrants unified planning and monitoring but which does not constitute a separate Strategic Objective.

Manageable Interest: Those elements of a USAID Program Logical Framework for which management accepts responsibility for achievement, monitoring, evaluation, and reporting. The USAID will probably not control all the necessary and sufficient elements which produce the results for which it is taking responsibility. For those elements which it does not control, the USAID must monitor whether progress is being made so it can know if its objectives can and will be achieved.

Through iterations with individual USAID offices, the team proposed and revised statements of Strategic Objectives, Program Activities, Targets, and Sub-Targets in order to have arrived at ones that reflected the USAID's own views of its program. The present report should be considered another iteration in the USAID process to finalize its strategy for the upcoming CPSP and is therefore subject to further refinement.

Progress was also made in identifying Country Trend, Performance, and Program Indicators to measure progress on the Program Goal, Strategic Objectives, Targets, and Sub-

Targets, but further work on these indicators and on the information systems associated with them will be needed.

C. Organization of the Report

The following chapter begins with a presentation of the USAID's program setting forth the rationale for the Strategic Objectives that support achievement of the USAID Program Goal. For each Strategic Objective, Chapter II then notes its relation to the Program Goal, comments on its Performance Indicators, and discusses the supporting Targets and Sub-Targets. For some of the Strategic Objectives, specific recommendations are made for further work to develop Performance Indicators and/or information systems.

Chapter III discusses the Targets of Opportunity and the Cross-Cutting Issues.

Chapter IV presents next steps for the further development and implementation of Performance Monitoring.

II. THE PROGRAM AND ITS PERFORMANCE MONITORING

This chapter describes the program of USAID/Ghana (USAID) and discusses its performance monitoring.

A. Program Goal

1. Summary

The overall goal of the USAID is to promote the United States' foreign policy objective of fostering stable, long-term political and economic development in Ghana. In pursuit of this goal, the USAID has chosen to articulate its Program Goal as:

- Broad-based and sustainable economic growth.

In an effort to contribute meaningfully to this Program Goal, USAID/Ghana has identified five Strategic Objectives as defining the focus of its attention and resources. (See the Program Objective Tree on the following page.)

2. Monitoring the Program Goal

It is proposed that at this level Country Trend Indicators be used to measure performance at the Program Goal level. The indicators appropriate for assessing changes at this level are for the most part widely available and used for a variety of purposes. These indicators include, but are not limited to, the following:

- Macro-economic stability;
- Growth in per capita GNP, by region;
- Economic diversification;
- Competitiveness in key sectors of the economy;
- Improvements in basic health, nutrition and education;
- Decrease in fertility rates and lower population growth rates;
- Increase in agricultural production; and
- Increase in farmer income.

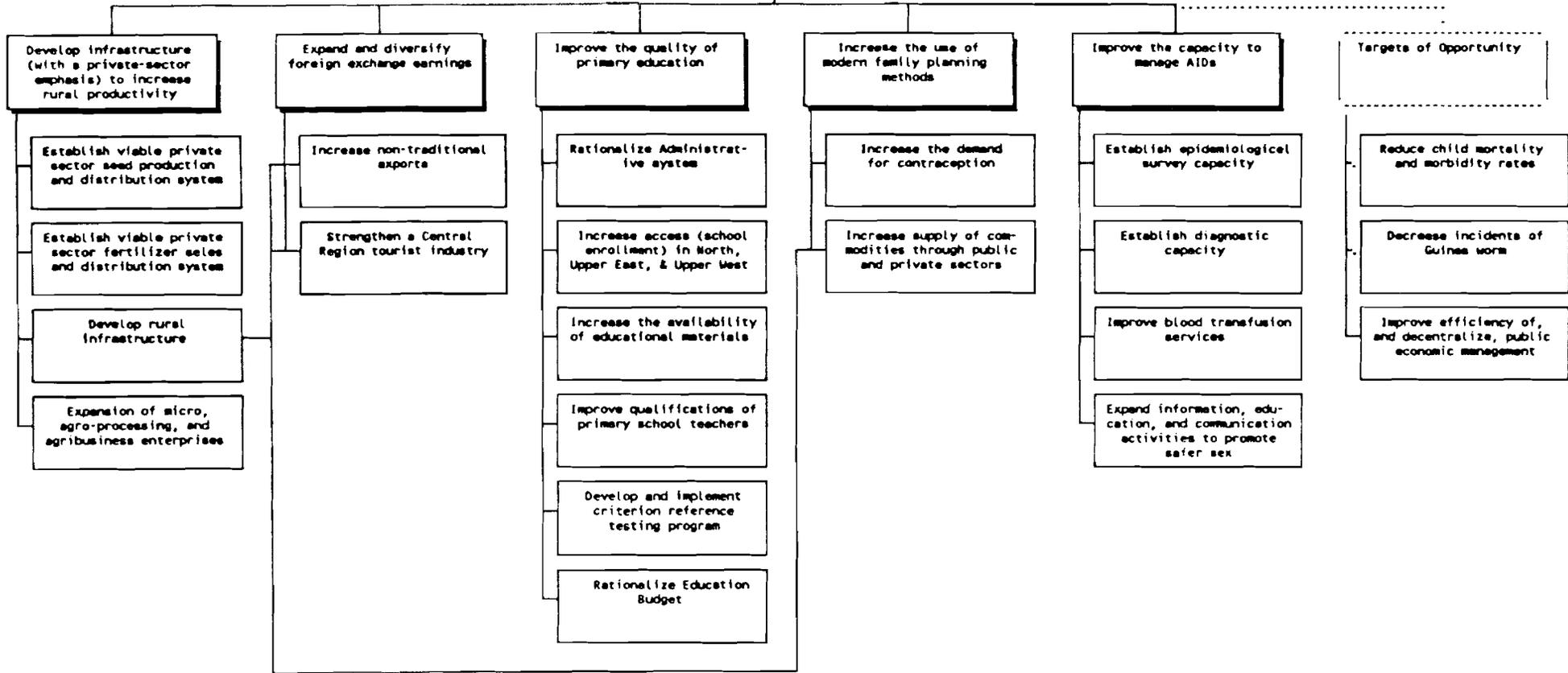
GHANA PROGRAM OBJECTIVE TREE
1991-1995 CPSP

PROGRAM
MAL

STRATEGIC
OBJECTIVES

OBJECTIVES

BROAD BASED AND SUSTAINABLE ECONOMIC DEVELOPMENT



B. Strategic Objective 1: Develop infrastructure with an emphasis on the private sector to facilitate rural productivity.

1. Rationale

USAID/Ghana's strategy is to assist the GOG in pursuing a development path that will contribute to sustainable and broad based economic growth through an expansion of the private sector. Central to this strategy, and an important thrust which the USAID has determined can have significant impact, is to increase rural productivity through providing enabling infrastructure improvements. This approach has several critical components including the improving of rural roads, privatizing seed and fertilizer industries, and promoting the growth of micro- and agribusinesses.

2. Performance Indicators and Data Sources

- Decrease in marketing margins resulting from lower transportation costs. (GOG Reports and special survey.)
- Increase in the availability of agricultural inputs. (seeds and fertilizer) (MOA Reports, project monitoring, and special surveys.)
- Increase agribusiness production and sales. (GOG Reports and special surveys)

3. Assumptions

- Continued political stability.
- Continued GOG adherence to Economic Recovery Program (ERP)

GHANA PROGRAM OBJECTIVE TREE
1991-1995 CPSP

STRATEGIC OBJECTIVE NO. 1

STRATEGIC
OBJECTIVE

Develop infrastructure
(with a private-sector
emphasis) to increase
rural productivity

TARGETS

Establish viable private
sector seed production
and distribution system

Establish viable private
sector fertilizer sales
and distribution system

Develop rural
infrastructure

Expansion of micro,
agro-processing, and
agribusiness enterprises

SUB-
TARGETS

All certified seeds pro-
duced by private growers

Seed quality regulated
by Seed Inspection Unit

All certified seed sold
by private dealers

All fertilizer imported
by private sector

All fertilizer sold by
private sector

Establish private con-
tractor capability for
road rehabilitation

Long-term maintenance
plan developed and
implemented

V

4. Targets, Sub-targets, and Indicators

TARGETS 1.A.: Establish a viable private sector seed production and distribution system.

Indicator: Regular and adequate supplies of seeds available to farmers through private dealers.¹

Assumption: Continuation by the GOG of its program to privatize agricultural markets.

Sub-Target 1.A.1.: All certified seed produced by private growers. (Special surveys, MOA statistics)

Sub-Target 1.A.2.: Seed quality regulated by Seed Inspection Unit. (MOA reports, project monitoring, evaluation)

Sub-Target 1.A.3.: All certified seed sold by private dealers. (Special surveys; MOA reports)

TARGET 1.B.: Establish a viable private sector fertilizer distribution system.

Indicator: Regular and adequate supplies of fertilizer available to farmers through private dealers.

Assumption: Continuation by the GOG of its program to privatize agricultural markets.

Sub-Target 1.B.1.: All fertilizer imported by the private sector. (Special surveys, MOA statistics)

Sub-Target 1.B.2.: All fertilizer sold by private dealers. (Special surveys; MOA reports)

¹ During the team's visit there was an IFDC team in-country formulating a project design strategy for this project. The results of their work should be incorporated into this document.

TARGET 1.C.: Develop Rural Infrastructure. Feeder road construction along with other infrastructure improvements, will contribute significantly to the advancement of strategic objectives 2 and 4. Improved rural roads will facilitate the movement of non-traditional exports, workers, and health and family planning commodities.

Indicator: Increased rural road use as measured by vehicle traffic.

Sub-Target 1.C.1.: Establish private sector capability for road rehabilitation.

Indicator: number of miles of road rehabilitated by private contractors, by contractor.

Sub-Target 1.C.2.: Long-term maintenance plan developed and implemented.

TARGET 1.D.: Expansion of micro-agro-processing and agribusiness enterprises.

Indicator: A minimum of 120 micro enterprises assisted through NGOs. (PVO/NGO reports, special surveys) - assistance needs to be defined in terms of results as per USAID's grant agreement with Technoserve.

Assumptions that apply to all targets for Strategic Objective No. 1.

- Credit available to farmers, agro-processors, and agribusinesses.
- No new regulations or policy changes restricting private sector agricultural development.

5. Inputs

- a. Integrated Agribusiness Development Program (IADP):** This is a \$43,000,000 activity designed to address the key constraints to agricultural marketing and agribusiness development that include inadequate and irregular supply of key agricultural inputs; poor rural infrastructure; and lack of assistance to women owned and micro-level agro-processing and agribusiness.

- b. Human Resources Development Assistance Project (HRDA):** The purpose of this seven year project is to strengthen the human resource base in Ghana, particularly private sector managers. In the last three years, 66% of the activity has supported the public sector. Presently the USAID is increasing its support to the private sector and has earmarked 90% of HRDA's remaining funds for this effort. The majority of the training will occur in Ghana, however, as necessary third-country and U.S.-based training will also be supported. Areas of training include policy formulation, agriculture, financial management, and executive development and management. Participant training deals with a wide range of private sector activities as well as focusing on the training of public officials dealing with private sector development.
- c. Policy Dialogue:** The basic thrust of the policy dialogue is to create a policy environment that encourages the private sector to play the lead role in promoting growth.

C. Strategic Objective 2: Expand and diversify foreign exchange earnings with an emphasis on non-traditional exports.

1. Rationale

Diversifying sources of foreign exchange will help ease Ghana's reliance from the volatile gold and cocoa markets upon which it has relied so heavily in the past and thus contribute to sustainable and stable long-term growth. USAID/Ghana will undertake this effort by promoting the development and expansion non-traditional exports and supporting a UNDP-led program to increase tourism. In addition to increasing and diversifying foreign exchange earnings, this initiative is expected to increase employment and incomes and strengthen the Ghanaian currency. In turn, these achievements are expected to contribute to easing the country's balance of payments deficit and increase internal investment.

2. Performance Indicators and Data Sources

- Increase in foreign exchange earnings by source (including value of exports by type). (Ministry of Finance)
- Foreign exchange being generated from tourism associated with game parks and castles. (Ministry of Tourism)

3. Assumptions

- Continued political stability.
- Continued GOG adherence to Economic Recovery Program (ERP).
- Rural infrastructure improved with funding provided by USAID/Ghana.

4. Targets, Sub-Targets, and Indicators

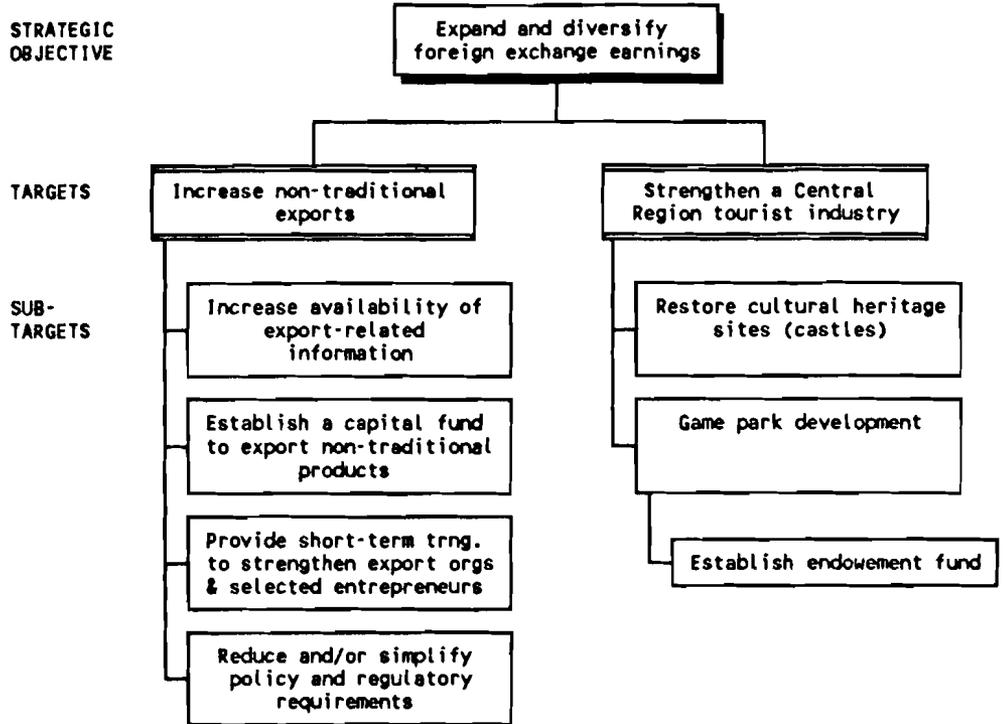
TARGET No. 2.A: Increase non-traditional exports.

Indicators:

- Amount of foreign exchange earnings.

GHANA PROGRAM OBJECTIVE TREE
1991-1995 CPSP

STRATEGIC OBJECTIVE NO. 2



Sub-Target 2.A.1.: Increase availability of information on export markets.

Indicator: Timely information available. (Reports, special surveys)

Sub-Target 2.A.2.: Establish a capital fund to support the promotion of non-traditional exports.

Indicator: x amount of funds disbursed for y amount of loans. (Project management reports)

Sub-Target 2.A.3.: Creation and/or strengthen export organizations.

Indicator: x number of organizations created. y number of entrepreneurs trained. (Project management reports, special surveys)

Sub-Target 2.A.4.: Reduce and/or simplify regulatory requirements.

Indicator: New or modified regulations. (Project management reports, special surveys)

TARGET 2.B: Strengthen the Central Region Tourist Industry.

Indicator: Game park developed and historical sites restored. (project manager reports)

Sub-Target 2.B.1.: Restore historical sites.

Sub-Target 2.B.2.: Develop game park.

Sub-Target 2.B.2.a.: Establish an endowment fund.

5. Inputs

- a. **Non-Traditional Export and Investment Production and Marketing Project:** This project is in the design stage. The USAID is presently undertaking a series of studies of commodities having export potential. Commodities being investigated include shrimp, lobster, fish, timber, wood products, artisan and horticultural products, cola nuts, and sheanuts. It is anticipated that the project will have both capital and technical assistance components to support the development of export activities. Options being explored include the establishment of export guarantees for the banking

system and venture capital and lines of credit assistance for entrepreneurs. USAID is also considering establishing a venture capital trust at the University of Ghana to support export activities.

- b. Central Region Integrated Development Project:** \$4,000,000 over three years; Debt for Nature Swap. The Target being the creation of a sustainable tourist industry. Sub-Targets include restoring former slave castles and establishing a game park as tourist attractions. It is anticipated that an NGO will be the implementing agency. The Smithsonian Institute, MUCIA, and the National Board of Monuments and Historic Sites are presently working on the project. This project supports a major UNDP effort.
- c. Human Resources Development Assistance Project (HRDA):** The purpose of this seven year project is to strengthen the human resource base in Ghana, particularly private sector managers. In the last three years, 66% of the activity has been on the public sector, however, USAID has now earmarked 90% of remaining HRDA funds to be used to train individuals employed in the private sector. All the training is short term and primarily conducted in Ghana. Areas of training include policy formulation, agriculture, financial management, and executive development and management. Participant training deals with a wide range of private sector activities as well as focusing on the training of public officials dealing with private sector development.
- d. Policy Dialogue:** The basic thrust of the policy dialogue is to enable the private sector to play the lead role in promoting export growth. Specific policies include modification of the tax structure and rationalization of regulatory environment including licensing procedures for the export community.

6. Other Donor Inputs

- a. UNDP:** Support for tourist development.

D. Strategic Objective 3: Improve the quality of primary education.

1. Rationale

At independence Ghana had one of Sub-Sahara Africa's best education systems. However, since independence the system has deteriorated and literacy rates have significantly dropped. The World Bank is making major investments in the reform of the education system at the junior and secondary levels, grades 7 through 12. This has logically encouraged USAID/Ghana's decision to focus on primary education which is a prerequisite to the success of the World Bank's efforts to increase Ghana's pool of educated citizens. Secondly, the education sector update of 1989 revealed that 80% of Ghanians do not have access to education beyond the primary school level. Therefore, primary school is the only chance that the vast majority of the country's population has at obtaining a basic education.

2. Performance Indicators and Data Sources

Criterion referenced achievement tests will be administered to measure the effectiveness of the instruction at the end of the 6th year in terms of ability to read, write, and perform basic mathematical skills. The goal is to have 80% of all children entering JSS (Form 7) read, write, and do arithmetic at the 6th grade level as compared to 11% in 1989.

Source: Ministry of Education enrollment statistics and test scores.

3. Targets, Sub-Targets, and Indicators

TARGET 3.A.: Improve the qualifications of primary school teachers.

Indicator: 90% of primary schools have qualified teachers by the PACD-July 1995. (MOE reports, Project Management Unit monitoring reports. Data from GES and GNAT)

Sub-Target 3.A.1.: Establish an in-service training program.

Indicator: 85% of the primary school teachers (120,000) will receive in-service training related to pedagogy, using text-books, and developing audio-visual teaching materials. (MoE reports)

GHANA PROGRAM OBJECTIVE TREE
1991-1995 CPSP

STRATEGIC OBJECTIVE NO. 3

Improve the quality of
primary education

STRATEGIC
OBJECTIVE

SUB-
TARGETS

Rationalize Administret-
ive system

Integrete PMU into MoE
structure

Implement decentralized
management structure

Increase access (school
enrollment) in North,
Upper East, & Upper West

Implement incentive
programs for students
teachers and parents

Increase the availability
of educational materials

Provide student textbooks
and supplies (as possible
- printed in Ghana)

Provide instructional
materials to teachers

Improve qualifications of
primary school teachers

Establish an in-service
training program

Expend pre-service
teacher training program

Develop and implement
criterion reference
testing program

Rationalize Education
Budget

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Sub-Target 3.A.2.: Expand pre-service training program.

Indicator: 85% of 32,000 untrained/unqualified primary school teachers will receive minimum level teacher training in the area of teacher methodology. (MoE reports).

TARGET 3.B.: Increase access (school enrollment) in the North, Upper East, and Upper West Districts.

Indicators:

- 50% increase of female students in North, Upper East, and Upper West. (MoE enrollment statistics).
- The number of trained teachers assigned to the most disadvantaged areas (North, Upper East, and Upper West Regions) will be increased by 50%. As of 1989, only 30%-35% of teachers assigned to disadvantaged areas had received proper training. (MoE reports and data from PMU).
- The level of access to primary education is increased by 50% in the least representative regions of the country (North, Upper East, and Upper West Regions). Access in this area ranges from 30% to 42% as compared to the national average of 69%.
- 25% increase in retention of students (male and female) in target inequity areas.

Sub-Target 3.B.1.: Implement incentive programs for students, teachers, and parents.

Indicator: Appropriate indicator will be developed by PMU when incentive plan is approved by the GOG.

TARGET 3.C.: Increase the availability of educational materials. If possible materials will be published in Ghana.

Indicators:

- 90% of the 2.3 million primary students are using text books as compared to 5-10% in 1989 (as possible, text books should be published in Ghana).

- 95% of the primary School teachers will have instructional materials as compared to 5% in 1989 (as possible, text books should be published in Ghana).

TARGET 3.D.: Rationalize school administration system.

Sub-Target 3.D.1.: Integrate Project Management Unit (PMU) into MOE structure.

Sub-Target 3.D.2.: Implement decentralized school management structure.

Indicators:

- 110 education school districts established and 110 district directors hired and receive appropriate training.
- 700 Sector Officers are trained.

TARGET 3.E.: Develop and institutionalize criterion reference testing program.

TARGET 3.F.: Rationalize education budget.

Indicators:

- 38% share of MOE budget continues to go to basic education.
- Budgetary commitment to instructional material increased from 2% to 6%.
- Disaggregation of data on budgets and expenditures for primary education completed.
- The gap between the budget and expenditures is narrowed from 30% in 1989 to 5% in 1995.

5. Inputs

- Ghana Primary Education Program:** \$35 million sector cash grant for primary education from DFA over five years designed to strengthen the policy, and institutional framework required to assure a quality, effective, and equitable system in Ghana.

- b. Policy Dialogue:** The dialogue will focus on the development of an equity improvement policy and a budgetary commitment to increase the GOG/MOE financial commitment to primary education for instructional material from 2% in 1989 to 6% in 1994, and developing a measurement system to assess people- level impact in terms of students' achievements in basic areas such as reading, writing and mathematics.

E. Strategic Objective No. 4: Increase the use of modern family planning methods.

1. Rationale

Ghana has a population of 14.8 million with an annual growth rate estimated at 3.4%. Seventy percent of the country's population resides in rural areas and is largely under served by existing health and family planning services. Despite having had a population policy for the past twenty years, Ghana's fertility and growth rates have not significantly slowed. This lack of decline has been attributed to the government's previous lack of commitment and a the country's long period of economic decline.

Ghana's rapid population growth rate continues to undermine development progress and makes the improvement of overall health status difficult. The government has recognized the negative impact of the current population growth rate and renewed its commitment to undertaking family planning efforts. Because a functioning administrative system exists, there is a high potential to rapidly expand Ghana's family planning services if certain policy and structural impediments can be overcome.

Successful attainment of this objective will contribute substantially to USAID/Ghana's goal of broad-based and sustainable economic growth; reducing Ghana's population growth rate will directly improve its ability to increase per capita incomes.

2. Performance Indicators and Data Sources

The performance indicator for this strategic objective is that the modern contraceptive rate will rise from 5% to 15% nationwide, and total contraceptive prevalence will rise from 12.8% to about 25%. This information will be collected from Government of Ghana statistics and an A.I.D.-funded DHS survey update; the project itself will ensure that this data is available by establishing and installing a management information system to collect and track project-related data.

GHANA PROGRAM OBJECTIVE TREE
1991-1995 CPSP

STRATEGIC OBJECTIVE NO. 4

STRATEGIC
OBJECTIVE

Increase the use of
modern family planning
methods

TARGETS

Increase the demand
for contraception

Increase supply of com-
modities through public
and private sectors

SUB-TARGETS

Conduct promotional
campaigns (public and
private sector)

Develop and distribute
information materials
to suppliers/providers

Increase efficiency of
existing distribution
system

Increase the number of
outlets/distributors

Train providers/suppliers
in client motivation and
information provision

Establish and install
a mgmt. information sys.

Increase cost recovery
rate for commodities

Improve the regulatory
Environment

Establish better
coordination between
the various actors

Increase practitioner
skills and capacities

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3. Targets, Sub-Targets, and Indicators

TARGET 4.A: Increase demand for contraception

Indicator: Contraceptive sales reports for public and private sectors:

- **Private Sector:** Distribution of 39 million condoms, 39 million cycles of oral contraceptives, 76 million vaginal foaming tablets, and 5,000 IUDs.
- **Public Sector:** distribution by all MOH health centers of 13.8 million condoms, 3 million cycles of oral contraceptives, 5.2 million vaginal foaming tablets 50,000 IUDs, and 1,000 Norplants.

SUB-TARGET 4.A.1.: Conduct promotional campaigns for public and private sectors.

Indicators:

- Three nation-wide campaigns conducted by HED.
- Five national advertising campaigns executed.

SUB-TARGET 4.A.2.: Develop and distribute information materials to suppliers/providers.

Indicators:

- Materials developed and distributed through 15 national and local NGOs.
- Five employer-based health facilities disseminating family planning information.

SUB-TARGET 4.A.3.: Train providers/suppliers in client motivation and information provision

Indicators:

- 3,000 traditional birth attendants (TBAs) trained in family planning and continuing education programs established.
- 200 public/private midwives trained in family planning.

- Service support provided to 400 maternity homes.
- 140 nurses trained in counseling and referral techniques.

TARGET 4.B: Increase supply of commodities through public and private sectors.

SUB-TARGET 4.B.1: Increase efficiency of existing distribution system.

Indicator: Marketing plans developed and implemented for wholesalers, NGOs, and commercial retailers. NOTE: Is this is a measure of improved efficiency? Increase implies more than before, therefore baseline data used to measure prior level of efficiency should be clearly stated.

SUB-TARGET 4.B.2.: Increase the number of outlets/distributors.

Indicators:

- 5,000 pharmacies and chemical outlets retailing contraceptives.
- Wholesale distribution in each of 110 districts.
- 15 NGOs distributing products.
- Five employer based health facilities distributing products.

SUB-TARGET 4.B.3.: Establish and install a management information system.

Indicators:

- Data being collected and analyzed on project outputs and country trend indicators in a routine and timely manner.
- TBA Secretariat monitoring and evaluating national program.

SUB-TARGET 4.B.4.: Increase cost recovery rate for commodities

Indicators:

- Retail sale price of contraceptives reflects at least 50%-75% of product's value.
- Wholesale purchasing of contraceptives at 50%-75% of product's value.
- MOH recovering 50% of the value of contraceptives sold through their system.

SUB-TARGET 4.B.5.: Improve the regulatory environment

Indicators:

- Duties eliminated on commercial importation of contraceptive products.
- Price controls removed on contraceptive products
- MOH essential drug list expanded to include all oral contraceptives.

SUB-TARGET 4.B.6.: Develop better coordination within population sector

Indicators:

- National population authority established and funded by GOG.
- National demographic goals established.
- National implementation plan developed, adopted, and promulgated.

SUB-TARGET 4.B.7.: Increase practitioner skills and capacities

Indicators:

- 24 doctor/nurse teams trained in surgical contraception.
- 1,000 Norplants sets implanted.
- 15 hospitals equipped to perform surgical contraception.

- 45 private sector midwives trained in IUD insertion.

4. **Inputs**

- a. Ghana Family Planning and Health Program (641-0118); February 1991-January 1997; \$30 million.

F. Strategic Objective 5: Improve the capacity to manage AIDS.

1. Rationale

The AIDS epidemic has spread rapidly throughout Africa and recent studies indicate that if left unchecked, a significant portion of Africa's adult population could be decimated by 2020. This will leave many African nations without a productive human resource base which is essential to maintain or improve economic conditions. Though the total number of HIV positive carriers has not been determined in Ghana, there were 60,000 AIDS cases reported in 1990.

This Strategic Objective has been included in the Ghana program because it directly contributes to the program goal of broad based and sustained economic development. Additionally, attainment of several Targets and Sub-Targets under other Strategic Objectives are dependent on the USAID's ability to improve the capacity to manage AIDS and limit its spread among the work force.

2. Performance Indicators and Data Sources

Performance Indicators and data sources will be identified during the project design phase to be completed by June 1991.

3. Targets, Sub-Targets, and Indicators

TARGET 5.A: Establish epidemiological survey capacity.

TARGET 5.B: Establish diagnostic capacity.

TARGET 5.C: Improve blood transfusion services.

TARGET 5.D: Expand information, education, and communication activities to promote safer sex.

GHANA PROGRAM OBJECTIVE TREE
1991-1995 CPSP

STRATEGIC OBJECTIVE NO. 5

STRATEGIC
OBJECTIVE

Improve the capacity to
manage AIDs

TARGETS

Establish epidemiological
survey capacity

Establish diagnostic
capacity

Improve blood transfusion
services

Expand information, edu-
cation, and communication
activities to promote
safer sex

12

4. Inputs

To date USAID/Ghana has undertaken two HIV/AIDS prevention activities. These have been:

- a. HIV/AIDS Prevention: 1989-1992; \$500,000. The project supports the information, education, and communication component of the Ghana Medium Term Plan for the control of AIDS.
- b. HIV/AIDS Prevention: 1989-1992; \$321,000. This project provides assistance to the Ghana AIDS control program to control the spread of AIDS in high-risk groups, including Ghana's Armed Forces.
- c. USAID/Ghana is currently in the process of designing a \$5 million project to improve Ghana's capacity to manage AIDS as a project paper supplement to Ghana Family Planning and Health Program (641-0018).

III. MONITORING PERFORMANCE OF TARGETS OF OPPORTUNITY AND CROSS-CUTTING ISSUES

A. Targets of Opportunity

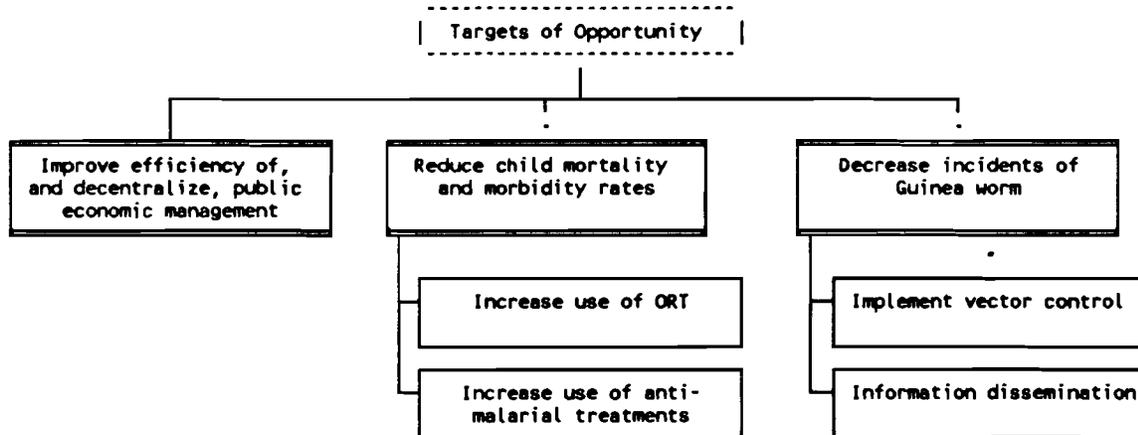
1. Immunization/ORT and Malaria

USAID/Ghana undertakes a significant set of activities related to maternal and child health. Such activities could be regarded either as (1) a separate objective in child survival; (2) aspects of a multi-faceted strategy to reduce population growth; or (3) a target of opportunity addressing the serious and immediate need to reduce deaths from preventable diseases. In this document, we have chosen to reflect USAID/Ghana's activities in this area using the second and third of these rationales in order to signal the need for a strategic decision by the Mission as to the rationale and nature of its future activities in child survival.

USAID's current and anticipated child survival activities, while of major consequence to Ghana, do not constitute a strategy for addressing the country's child survival problems on a sustained basis. In particular, the current activities appear to place principal focus on A.I.D.-financed immunization, ORT campaigns, and malaria activities and places correspondingly less attention on redressing the budgetary, institutional and structural issues needed to effect sustained changes in the provision of rural and preventative health services.

The most ambitious option for USAID would be to expand its child survival activities and take on yet another full Strategic Objective. A second option, would be to regard and manage certain health activities as part of a longer-term population strategy. A third, and straightforward option would appear to be to regard the Mission's immunization, ORT and malaria activities as efforts to address real and urgent needs to save the lives and promote the well-being of populations at immediate risk. Viewed in this latter way, such activities are best seen as targets of opportunity with success measured and reported in terms of immunization coverage, child nutrition statistics, and other conventional measures of maternal and child health.

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2. Economic Management Capacity and Decentralization

Building and strengthening local capacities in policy analysis and economic management has become a major focus of the GOG. Economic analysis and implementation capacity are of particular importance to the GOG's current decentralization initiative. The decentralization program is an integral part of the ERP and is expected to improve fiscal and economic management. The program supports GOG efforts to decentralize select responsibilities for public planning and management, including budgeting. Because of A.I.D.'s emerging interest in supporting democratization processes, which includes management of public funds, USAID support for the activity is identified as a Target of Opportunity.

3. Guinea Worm Eradication

Guinea Worm Eradication; 1989-1994; \$1.2 million. USAID supports the local costs of the Global 2000 Guinea Worm eradication program. The Guinea worm eradication program has demonstrated success in reducing the disease's incidence and has a target of total eradication by the year 2000. Activities being undertaken include vector control and an information, education and communications campaign. USAID has a target of reducing the incidence of Guinea Worm by 50% by 1995. This program has been identified as a target of opportunity because of its importance to the GoG and because success will hopefully be achieved over a relatively short time.

B. Cross-cutting Issues

1. Policy Dialogue As a Means of Promoting Policy Reform

A long list of promising items for sectoral policy reform has been developed. This list includes a variety of specific policies related to A.I.D.'s Strategic Objectives in each of the following areas:

- Primary education
- Population
- Food crop production and marketing
- Trade and investment
- Financial sector reform

To a limited extent, these policy items are already reflected in the Mission's project and non-project portfolio as conditionalities or items for discussion. With its growing interest in non-project assistance and possible availability of cash transfers for purposes other than economic stabilization, potential exists

for expanded emphasis on sectoral policy reform in one or more of the aforementioned areas.

In principal, three criteria should determine the selection of areas and items for policy reform, namely the potential impact of such reform on the USAID's strategic objectives, the receptivity of the government to the proposed changes, and the marginal contribution of USAID resources to promoting the desired changes.

As suggested above, the USAID's list of candidate items for policy reform is extensive and affects each of the five Strategic Objectives discussed in this report. At present, responsibility for these policies is assigned to different offices within the USAID. Information is exchanged among offices on various occasions, such as staff meetings, Semi-Annual Reviews, and when reviewing the conditionality of scheduled disbursements. At present there is no single person who systematically monitors and reports on the entire policy agenda.

In the future, a more structured means of policy monitoring for the USAID may be appropriate to improve coordination of the policy agenda and permit systematic reporting to AID/W. If so, the experience of other AID field missions suggests that a simple tracking system maintained by the USAID Economist in the Program Office, with quarterly updates and annual reporting, may be an efficient way to address these needs.

2. Women in Development

The Team did not have sufficient time to review the status of the USAID's monitoring of its women in development activities but is aware that the Mission had developed a WID Action Plan within the past year.

3. Leverage and Donor Collaboration

The USAID's plans depend significantly on actions to be taken by other parts of the USG, other donors, PVOs and the GOG. Should it be deemed sufficiently useful, it would be reasonable for the Program Office to do an annual assessment of the nature and extent of such collaboration. Such a review would provide the occasion for touching base with other key donor groups and noting any changes in their plans with significant implications for the strategic objectives of direct interest to A.I.D. At some point the data collected in this process could be of sufficient interest outside of USAID to warrant reporting it to AID/W.

4. Training

AID/W mandates continuous monitoring of participant training via an annual Mission Training Implementation Plan, the Participant Training Management System, Semi-Annual Reports, etc. At a national level, the USAID should be monitoring the quality of training received and its in-country use, particularly the application of returnees' skills and knowledge in strengthening their institutions and organizations, and in contributing to the USAID's project, program, and Strategic Objectives.

Information about participant training will be used to improve future training; for better selection of participants; evaluating projects and programs; and participant follow-up activities. Gathering (and applying) participant training information is a responsibility to be shared by the Human Resources Office, other technical offices, contractors, national counterpart organizations and A.I.D. Washington.

IV. NEXT STEPS IN DEVELOPING AND IMPLEMENTING USAID/GHANA'S PERFORMANCE MONITORING SYSTEM

This chapter suggests next steps for USAID/Ghana in developing and implementing a Performance Monitoring System.

A. Further Development of Performance Monitoring

The USAID should review the present report and make revisions, as it sees fit, to the Program Goal, Strategic Objectives, Targets, Sub-Targets, and Program Inputs. The USAID should similarly review and revise the suggested indicators for the five Strategic Objectives.

After the USAID decides on its Strategic Objectives and Performance Indicators, the following steps are suggested:

- To the extent possible, establish quantified levels to be achieved annually for each indicator of each Strategic Objective.
- Establish baseline levels for each indicator. Data should be disaggregated by gender where possible.
- Identify data sources. In some cases, individual USAID projects will generate the necessary data; in other cases, national data (e.g., foreign exchange earnings) may suffice. But for some indicators, obtaining data will require additional work. If the data collection effort is very expensive, consideration should be given to alternative indicators.
- Establish Targets and their Indicators, establish baseline (where appropriate), and identify data sources.
- Prepare reporting formats and procedures. The collection, analysis and organization of the data needed for internal management and external reporting can be identified and reporting formats, including sample tables, can be designed in advance to facilitate data presentation for ongoing management review and preparation of reports for AID/W.

The USAID has various options available for carrying out the above tasks. The Office of Development Programs of the Africa Bureau helped with the present report and may be able to provide further assistance. Or the USAID could employ a contractor to carry out the activities with, of course, the active participation of the USAID itself. Or the USAID could use its own staff and the services of contractors presently employed on various projects.

B. Assignment of Responsibilities

At present, specific individuals have monitoring and reporting responsibilities for individual projects, non-project activities and Title III. It is suggested that the USAID adopt (with revisions it deems appropriate) the Strategic Objectives and their supporting Targets as its principal vehicle for monitoring and reporting on its overall program.

To monitor an objective may not entail having control over all of the various contributing resources or projects; in fact, it will not entail such controls in several of the proposed program areas since some of these cross office lines. In such cases, management responsibility nevertheless entails a substantial measure of accountability for program results and hence suggests the need for the individuals involved to exercise whatever influence they can over those who manage the relevant project and non-project activities.

At the Target level, monitoring tasks may be delegated to some extent to contractors, but project managers should be responsible for ensuring that it is done.

We recommend that the USAID's present monitoring assignments be reviewed, updated and revised as necessary so that the Strategic Objectives and Targets are covered by assigned individuals. It is important that the individuals involved understand their responsibilities, believe in the objectives they are asked to pursue, and agree that the proposed Performance Indicators represent fair criteria for judging program effectiveness.

The establishment and maintenance of a Performance Monitoring System profits greatly from the presence of an individual or organization specializing in information management and evaluation. He or she would work with individual program managers and office directors to clarify data sources, and to compile and present data on key indicators. This same individual/group would assist the Program Office in preparing USAID-wide compilations and analyses, to assist individual offices in preparing monitoring and evaluation plans for new projects, and to coordinate the development of cross-office monitoring and evaluation plans for obtaining baseline data, managing contracts and tracking future program performance.

C. Modification of Monitoring and Evaluation Strategies for Ongoing Projects

Once objectives and indicators are agreed upon, a review of the monitoring and evaluation systems of individual projects should be undertaken to ensure that such systems are as useful as possible in collecting, analyzing and presenting information on the designated program-level indicators and outputs. In a similar vein, future evaluations should, as appropriate, include in their scopes of work the development of program level information and/or the review of existing program monitoring procedures. Cross-office monitoring and evaluation systems will be needed in some cases.