

GHANA MILLENNIUM CHALLENGE ACCOUNT PROGRAM



GHANA COMPACT II

POWERING GHANA FOR ACCELERATED AND SUSTAINABLE ECONOMIC GROWTH

M&E STRATEGY

SUBMITTED TO

**THE MILLENNIUM CHALLENGE CORPORATION
WASHINGTON D.C.**

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1.0 Introduction

Monitoring and Evaluation (M&E) has served as an essential management tool in program and project implementation, and provided an additional impetus both in the pursuit of program and project effectiveness, as well as ensuring accountability, responsiveness and transparency in the allocation of resources.

A comprehensive Monitoring and Evaluation Plan showing how mechanisms and systems will be integrated to ensure the availability of reliable and comparable information for stakeholders would be adopted under the Compact II. Institutional arrangements for coordinating the system, including analysis and mode of reporting on the progress of implementation of programs and projects to different stakeholders, including the Government of Ghana, MCC, and Civil Society groups would be established. The role of various stakeholders including government, parliament, NGOs, CSOs, and MCC in monitoring progress of implementation of Compact II programs and projects would be clarified in the Monitoring and Evaluation Plan.

Plans for dissemination and communication strategy would be adopted based on sound understanding of the key stakeholders and the information they would require from the monitoring and evaluation system, how best to communicate with them, and what range and style of outputs should be produced.

2.0 Assessing Progress towards Compact goals and objectives

2.1 Indicator Selection:

The implementation of the programs and projects under the compact would be monitored and evaluated through agreed set of input, output, outcome and impact indicators. This would enable program managers to evaluate progress and make decisions that are necessary to ensure the achievement of the compact objectives and goal.

A matrix of all indicators, with their typologies, indicator definitions, data sources, entities responsible for data collection, data collection method, measurement unit and frequency of data collection would be developed as part of a comprehensive M&E plan. This would serve as a repository for key information related to each indicator such as its precise definition, justification for and usefulness of the measure, unit of measure, documentation of data quality issues and actions, disaggregation, sources of data, data collection methodology, and background information related to baseline values and targets.

Identifying the appropriate indicators and setting the relevant targets that are achievable and directly related to the Compact II goal and objectives remains one of the critical components for designing an effective M&E system. Effort would be made to ensure that indicators are specific, measurable, achievable in a cost effective way, relevant for the program and projects, and available in a timely manner (SMART). To promote ownership of planned results and ensure accountability, the selection of the indicators and targets would be done in a participatory manner involving energy sector agencies, who have responsibility for implementing the activities.

2.2 Baselines and Targets

The data on each indicator at the beginning of the implementation of compact programs and projects represent a baseline or reference against which changes over the implementation period would be measured. It establishes a foundation from which to measure change. Without baseline data, it will be very difficult to measure changes over time that can be attributed to the compact programs or projects.

A target on the other hand is the quantifiable level of performance to be achieved by a given time. The starting point for effective target setting is to know where you are now and where you want to be in the future. It is what the situation is expected to be at the end of the implementation of compact. Annual target or a continuous target could be set over the compact implementation period. The baselines and targets for Compact indicators would be provided as part of the indicator matrix, and progress would be measured to provide the evidence for review of programs and policy objectives. At the end of the target period, overall results, including efforts made and targets achieved, shall be summed up, and the degree of achievement of the targets evaluated. Baseline data and targets will be revised as needed to adjust to changes in the program's design and to incorporate lessons learned for improved performance monitoring and measurement.

2.3 Data Disaggregation

Disaggregating data makes data relevant across multiple stakeholders. In particular, disaggregating data, under the Compact will make data more relevant to Project Managers and implementing agencies in tracking performance of various program components on specific beneficiary groups. As far as possible, effort would be made to disaggregate all data collected by gender, age, income, socio-economic groups and geographical areas.

3.0 The Key M&E Activities to be undertaken

The program approach to undertaken M&E under the compact II would entail undertaking:

- annual assessment of progress on indicators;
- Ad Hoc Evaluations and Special Studies; and
- Impact evaluation

3.1 Annual assessment of progress on indicators

The annual assessment of progress would provide the framework for the systematic review of the implementation of compact program and projects, and their impact on the socio-economic development of the country. This review would be done through a set of indicators and targets. This would be done on an annual and quarterly basis when necessary.

The annual assessment of progress would largely entails collecting of quantitative data on indicators from implementing agencies and would provide a single source of information on progress being made to the implementation of compact interventions. Preceding the annual assessments is quarterly review session which would be held at the national level, with facilitation from the Compact M&E Directorate. Quarterly Review Meetings will discuss and ensure that data from different Projects are reported in the same format and on the same timeline.

3.2 Ad Hoc Evaluations and Special Studies

Provision would be made in the M&E plan for special studies, ad-hoc evaluations, and research that may be required during the monitoring and evaluation of the compact. Special studies or ad-hoc evaluations of compact programs and projects would be undertaken upon demand by MCC or Government of Ghana during the compact implementation period.

3.3 Impact Evaluation

Development outcomes are measured through the conduct of evaluations. As major accountability mechanism inherent in development interventions, evaluation of programs and projects would provide the key to measure the performance of development actions.

One of the key features of MCC's approach to development is the commitment to conducting rigorous impact evaluations, which employ methodologies that determine whether results can be attributed to Program interventions. In addition, evaluation findings can improve Program management and provide lessons for future Program implementation. Consequently impact evaluation would be adopted as a key M&E instrument under the compact II program.

Given the overall goal of the compact to ensure that there is accelerated economic growth and poverty reduction, impact evaluations would capture, among others, income benefits of beneficiaries as a result of the compact interventions at household and enterprise level as well as social outcomes of the compact interventions. The impact evaluation would establish counterfactuals similar to those developed by feasibility studies before the introduction of the compact interventions.

The conduct of impact evaluation would be done by independent evaluators, using rigorous statistical tools and program design techniques (such as randomly selecting beneficiaries and comparison groups) in an attempt to explain the impacts of the compact Program versus effects of other interventions.

The key evaluations to be conducted during the compact period are ex-ante evaluation, mid-term evaluation, and terminal evaluation. *Ex-ante evaluation* would be conducted on the compact programs to determine the feasibility of the intervention. Some of the ex-ante evaluations expected to be conducted include: Cost Benefit Analysis, Economic Rate of Return (ERR), Technical Appraisal, Policy Analysis, Environmental Impact Assessment (EIA), Feasibilities Studies, Needs Assessments, etc.

On the other hand, *mid-term evaluation* would be conducted half-way into the compact implementation to ascertain the performance and first outputs of programs and projects implemented and to propose modifications where necessary.

At the last quarter of implementation of the compact *terminal evaluation* would be conducted to assess the overall impact of the compact programs and projects. The results from the terminal evaluations will be very useful in the formulation and implementation of future programs and projects.

Based on the MCC M&E Policy, a Compact Completion Report would be prepared. The Compact Completion Report would entail the assessment of aspects of the compact implementation to determine the extent of performance, with the view to documenting any

best practices and lessons learnt. To ensure comprehensive assessment and reporting, effort would be made to effectively and efficiently prepare Annual Performance Reports based on the activities undertaken and completed yearly. The post-compact evaluation would be essential in re-computation of the ERRs.

The key economic benefits streams identified for the ERR computation for the Compact projects, and which will drive the evaluations of the Compact, would include:

- Increasing the individual earning potential from own employment for men and women;
- Reducing shadow cost of firm level production, arising out of backup generation costs; and
- Increased productivity and profitability of small, medium and large scale businesses, employment for men and women, & private sector investment

With the overall Ghana Compact II goal of accelerating economic growth and poverty reduction, the impact evaluations would focus, as far as possible, on the income benefits of beneficiaries arising out of the compact interventions at the household and enterprise level. To the extent income cannot be reliably measured, and in order to better estimate causal impacts of more reliable, accessible, and/or higher quality power, the evaluation would rely on intermediate outputs and outcomes.

The impact evaluations may adopt counterfactuals developed by feasibility studies conducted before the implementation of the compact. Also the model and model parameters adopted in the original economic model(s) for projects would, as far as possible, be retained, with the exception of price, exchange, rate, and other values which may require regular updates. Significant changes in economic logic or conditions should, however, result in changes to the model and parameters so as to enable estimation of a more accurate final Economic Rate of Return and/or disaggregation of benefit streams.

At the same time, the key evaluation methodology would emphasize, to the extent feasible, the identification of a valid *control group* and a *treatment group* based on Compact interventions, and/or the estimation of a counterfactual through the use of appropriate evaluation and econometric techniques. The likelihood of firm or household migration in response to the project and other potentially important spill-overs to the ‘control’ group shall be factored into the design.

4.0 M&E Reports

The key reports from the monitoring and evaluation of implementation of compact interventions would include: (i) Quarterly Progress Assessment Reports; (ii) Annual Progress Assessment Reports; (iii) Citizens Assessment Reports; (v) Evaluation Reports; and Program Completion Report

Quarterly Progress Assessment Reports: on performance and on progress towards the achievement of stated goals, objectives and targets under the compact would be produced on quarterly basis by the M&E directorate of the compact management team. The report would focus on using the indicator matrix and the quarterly narrative report (included as part of the quarterly disbursement package). Quarterly Narrative Reports will be submitted each quarter along with the disbursement request to MCC.

Annual Progress Assessment Reports: would be prepared by January every year to provide information for assessing the overall performance towards the attainment of the compact objectives. The report would focus primarily on tracking progress on the agreed set of indicators against the targets.

Citizens Assessment Reports: would be prepared to gain more information to complement those received through annual assessment reviews of indicators and obtain feedback from citizens about the extent to which the key objectives of the compact are being met from their perspective.

Evaluation Reports: would be prepared to provide more information to improve Program management and provide lessons for future Program implementation.

At the program conclusion, MCA Ghana will prepare a **Program Completion Report (PCR)** as part of its close-out procedures. The PCR shall be prepared according to guidelines provided by MCC taking into consideration, the objectives and content of the Impact Evaluation.

5.0 Dissemination of M&E Results and Outcomes

5.1 Stakeholders Analysis

The successful implementation of the compact interventions requires considerable support and feedback from all key actors. As a result appropriate mechanism is required to ensure that information about the compact, including M&E results and outcomes are shared freely with them. Among the key actors identified to benefit from M&E results and outcomes of compact program are the Council of State, Members of Parliament, Ministers of State and their Deputies, Chief Directors, Chief Executives of State institutions, Women and Gender groups, media houses and journalists and research institutions/think tanks. Other groups will include members of the district assemblies, professional bodies, traditional authorities, trade and labour associations, civil society organizations, faith based organizations, non-government organizations and student unions.

5.2 Approach to Dissemination of M&E Results

The communication of M&E results is expected to be based on an overall dissemination and communication strategy of Compact II. The approaches to be adopted to communicate the M&E results include:

- Internet;
- Community durbars;
- National and regional dissemination workshops;
- Instituting regular interaction with selected change agents such as journalists and program managers from the media to share ideas on the Compact and its implementation; and
- Other for a including meetings, retreats and seminars will also be explored to share the M&E results and outcomes.

Television and Radio discussions have proven to be an efficient way of reaching a wide range of people and engaging the populace in policy dialogue in Ghana. This process would be

explored under compact II with emphasis on panel discussions on the key findings of the M&E process. Private community radio stations will be supported to discuss M&E results using the local languages. This will improve the engagement of the marginalized in management of the compact implementation process.

6.0 Managing Monitoring and Evaluation

The effective management of the M&E processes under the compact II will entail identifying the relevant institutional arrangement for managing the processes and assigning roles and responsibilities to them. The key institutions expected to play key role in the implementation of the compact are MCA-Ghana, Office of the President, and Ministry of Energy and its agencies.

i. MCA-Ghana

As the key institution responsible for coordinating the preparation and implementation of the compact II interventions, the overall responsibility for undertaking monitoring and evaluation of the compact programs and projects rest with the MCA-Ghana. An M&E Directorate would be established under the MCA-Ghana to provide leadership and manage all M&E activities under the compact. The M&E Directorate shall comprise of an M&E Director/focal managers from implementing agencies, Research Economist and Statistician. The M&E focal managers are required to carry out the core function of monitoring all compact II activities in their respective agencies in addition to responsibilities for data quality assurance required under the compact II reporting arrangements. The Research Economist will plan and liaise with hired Consultant(s) to conduct various research and impact studies of the Ghana Compact to enable MCA-Ghana and Stakeholders determine the extent to which Compact objectives are being achieved. The Statistician will lead in the collection, analysis and presentation of numerical data on the implementation of compact programs and activities. In addition, each staff member would be assigned specific liaison responsibilities for the various projects and for key M&E issues, contracts and deliverables.

ii. Ministry of Energy (MOEn)

As the key government institution responsible for the energy sector and implementing the compact programs and project, Ministry of Energy plays a significant role in:

- ensuring that its agencies implements the programs and projects according to plan;
- it shall provide M&E focal persons from the respective agencies implementing the compact programs and projects;
- strengthening the M&E capacities of its agencies implementing the compact programs to generate and analyze the required data for reporting on the progress of implementation of the compact; and
- ensuring that the feedback from the M&E system are fed into program and project implementation.

iii. Office of the President

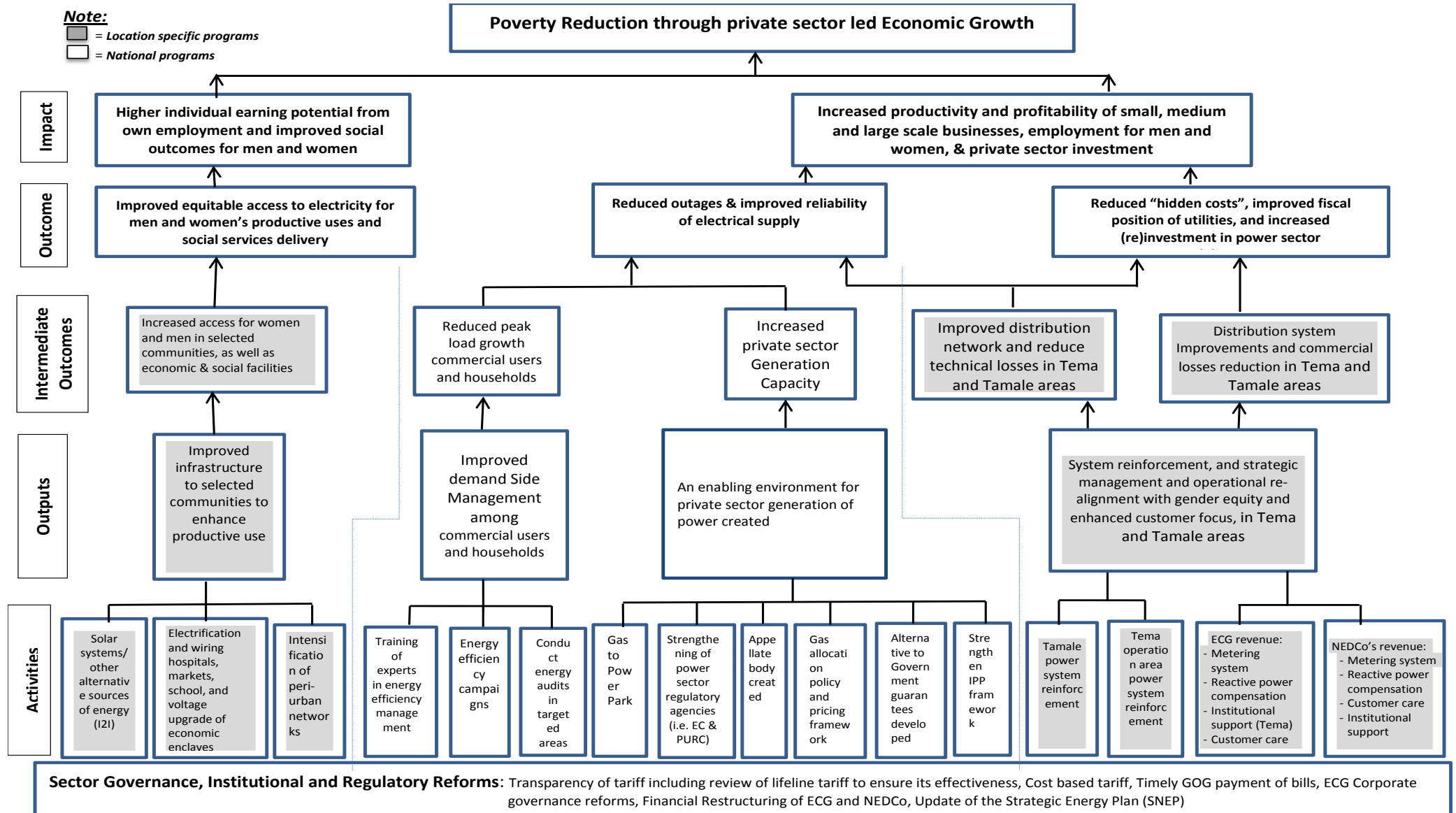
As the overall coordinating office for the implementation of Compact II, the Office of the President would play a key role in ensuring that appropriate M&E structure is established at the Ministry of Energy and its agencies to generate the appropriate data required in reporting on the progress of implementation of programs and projects on a timely basis. It would also

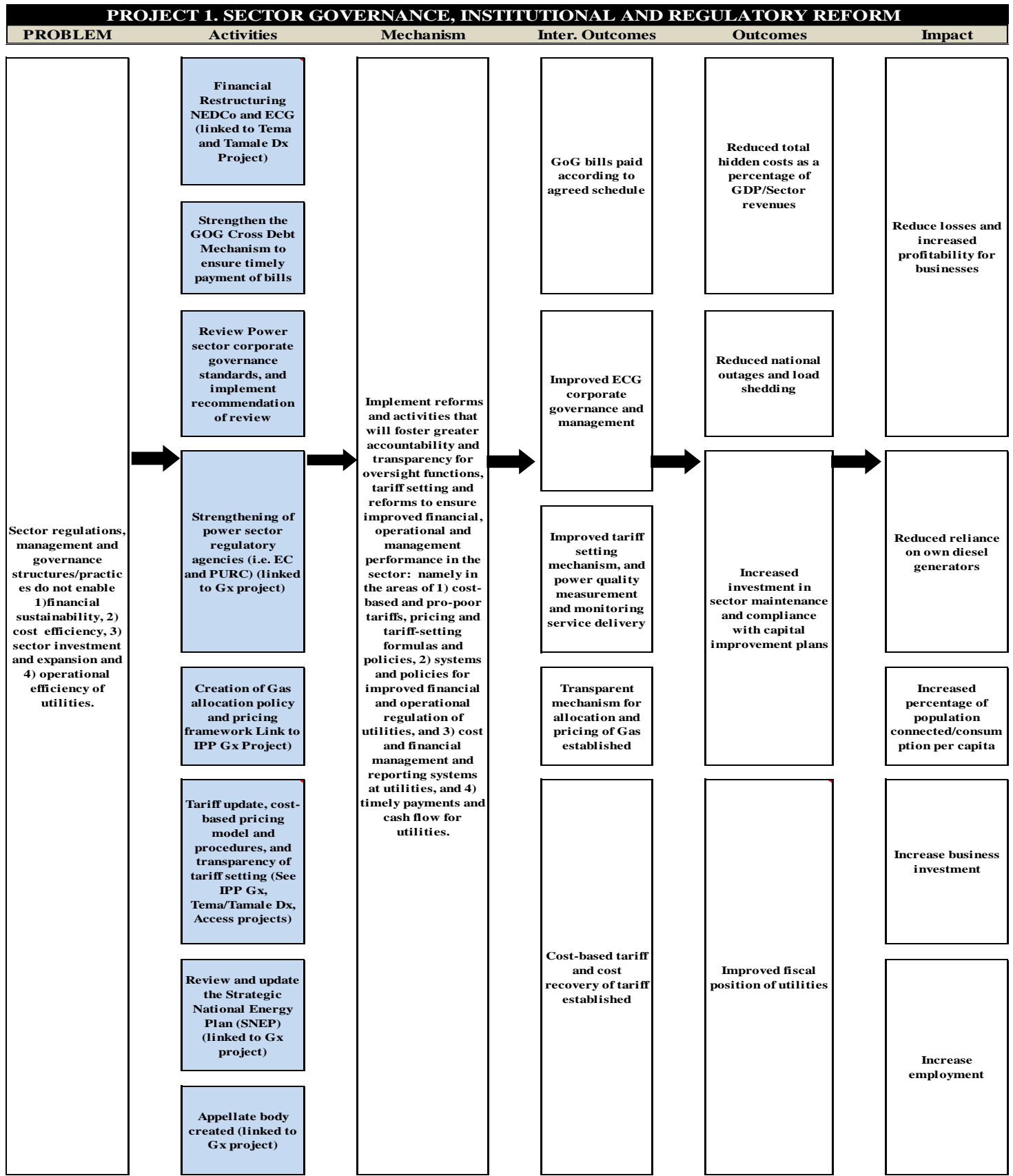
ensure that the Ghana Statistical Services which is the main constitutional body mandated to oversee data collection, analysis, compilation and dissemination activities across government institutions is adequately resourced to coordinate the provision of relevant data, as well as to support the M&E system by helping in the design of the methodologies, approaches and the instruments employed in collecting data.

7.0 M&E Budget

Based on experience under Compact I and local practices, about 2% of total Compact's resources is estimated for M&E activities. Detail M&E budget based on the activities outlined in the annual M&E work plan would be prepared to outline the key resource requirement for each M&E activity over the period of the Compact implementation. The M&E resources is expected to be utilized on routine monitoring, data collection, data quality reviews, beneficiary assessments, evaluations, communication, and training of stakeholders.

ANNEX I: GHANA'S COMPACT II PROGRAM LOGIC AND POTENTIAL CONCEPT PAPER ACTIVITIES





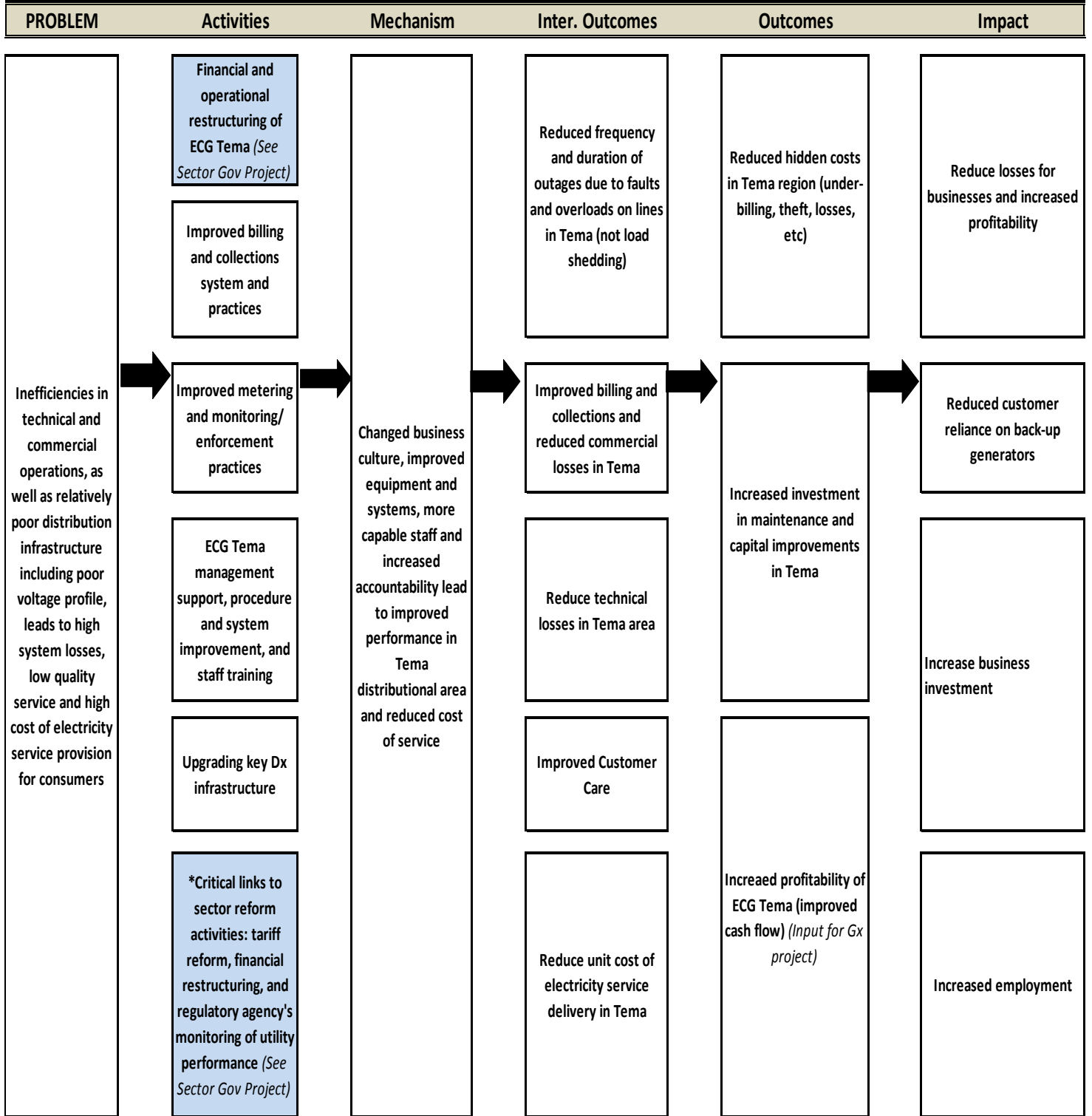
Assumptions

- *Continuous GoG support for reforms
- *Financial re-structuring can be done in 5 years

Risk

- *Tampering and vandalism of equipment
- *Stakeholder resistance to changes
- *Delays in reforms due to political backlash
- *Customer backlash
- *Increased load shedding

PROJECT 2A. TEMA DISTRIBUTION COMMERCIAL VIABILITY PILOT



Assumptions

*Sector Gov reforms achieved

*Customer ability to pay

*Payment of bills by GOG

*Available of credit

*Customer willingness to pay

*Impact of Tema project can be s *Availability of skilled labor

Risk

*Tampering and vandalism

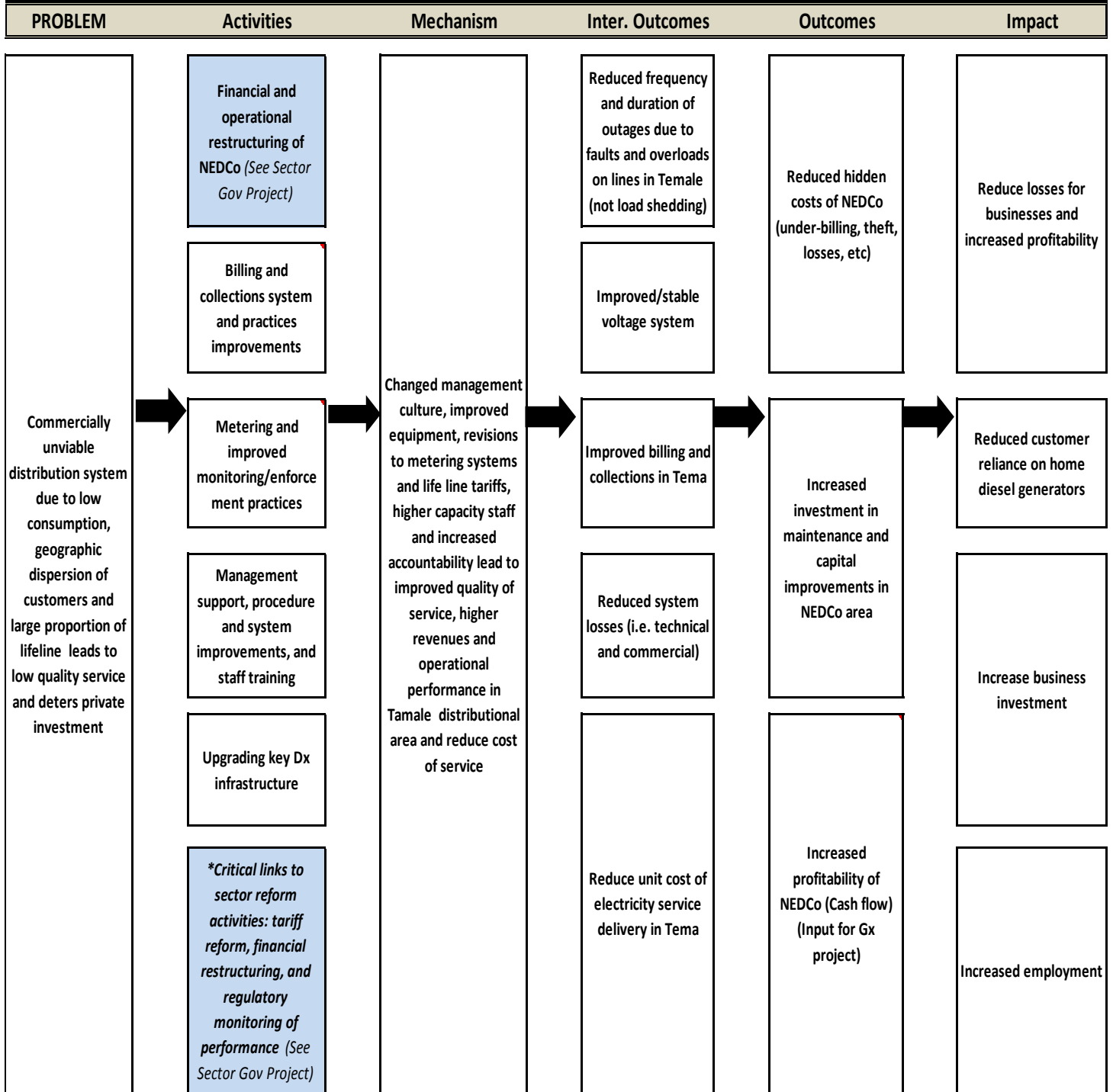
*Increased load shedding

*ECG staff resistance to change

*Political interventions in sector

*Consumer resistance to price increases

PROJECT 2B. TAMALE DISTRIBUTION COMMERCIAL VIABILITY PILOTS



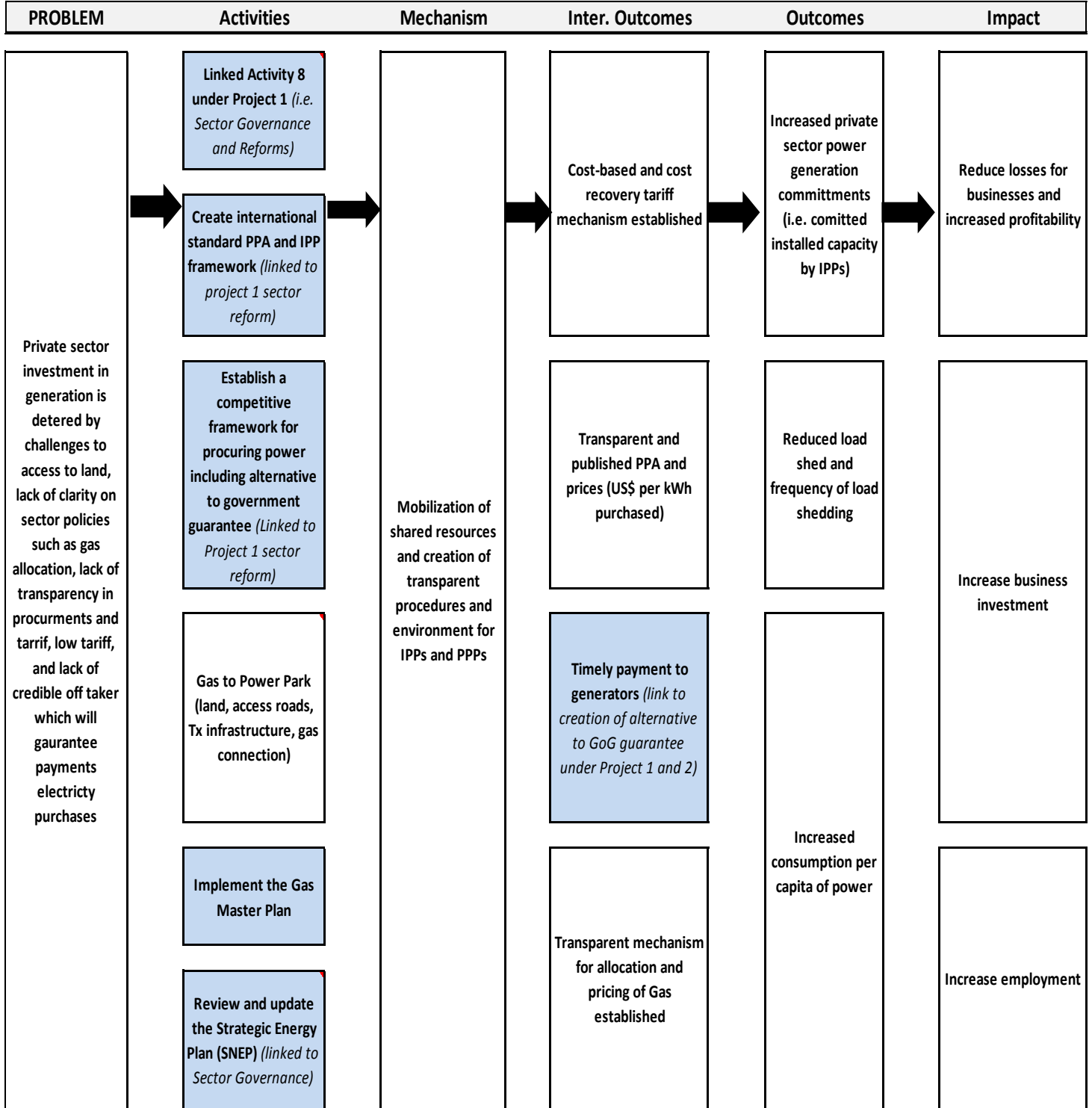
Assumptions

- *Sector Gov reforms achieved
- *Customer ability to pay
- *Customer willingness to pay
- *Connection fees affordable
- *Payment of bills
- *Impact on hidden costs can be felt nationally
- *Credit and skilled labor for increased investment

Risk

- *Tampering and vandalism
- *NEDCo staff resistance to change
- *Consumer resistance to tariff increases
- *Customer backlash
- *Increased load shedding

PROJECT 3. ENABLING ENVIRONMENT FOR PRIVATE INVESTMENT



Assumptions

*Tariff models incorporate Gx needs

*Power park: 2 X 330MW plants

*Non-MCC Investments

*Credible off-taker

*Availability of Gas

*110 MW Bui Starts 2014

*Annual growth rate of supply w/project 5% and w/c

Risk

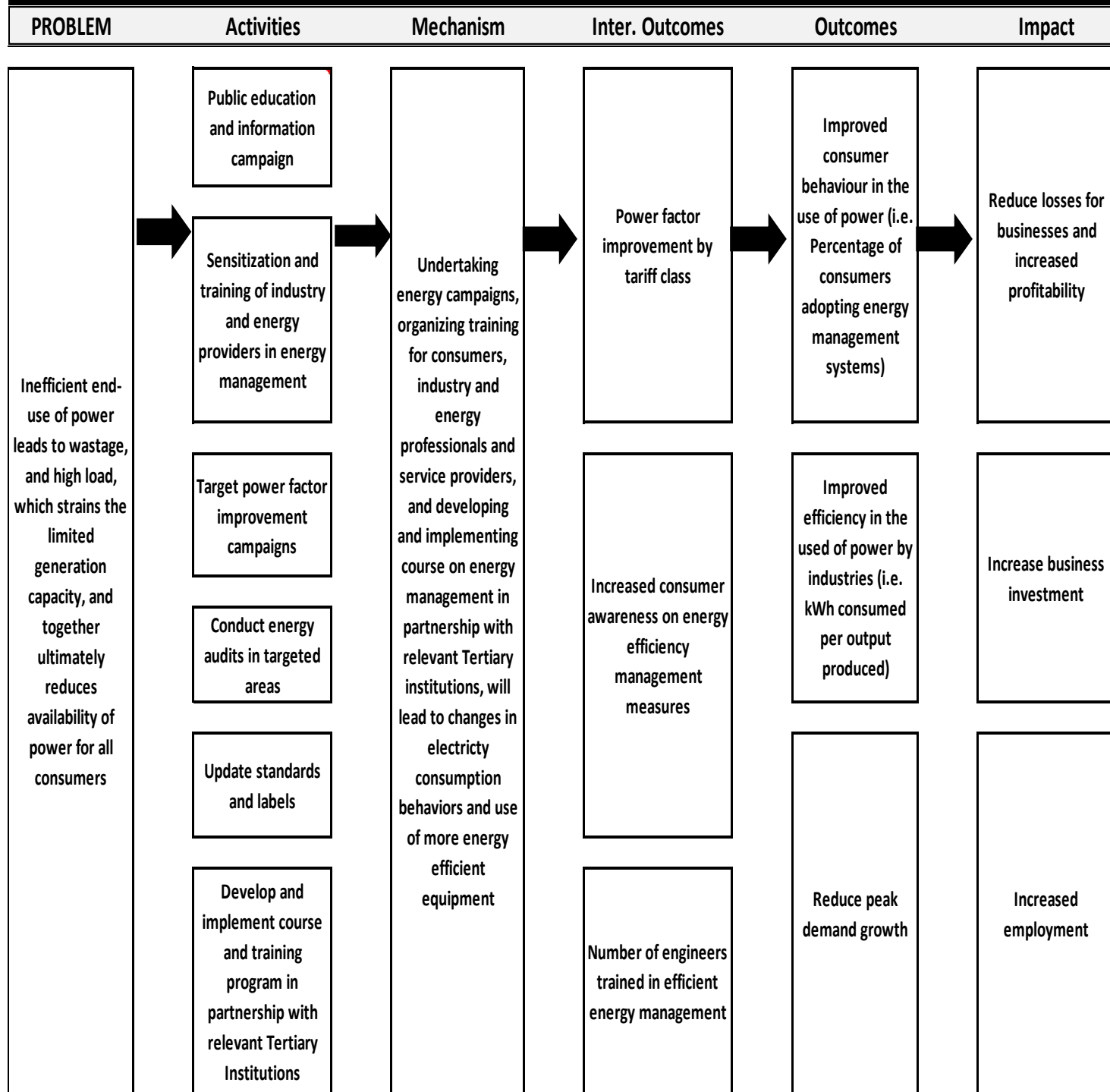
*Land availability

*Volatility of global fuel prices

*Delays in reforms

*Increased load shedding

PROJECT 4. IMPROVED DEMAND SIDE MANAGEMENT



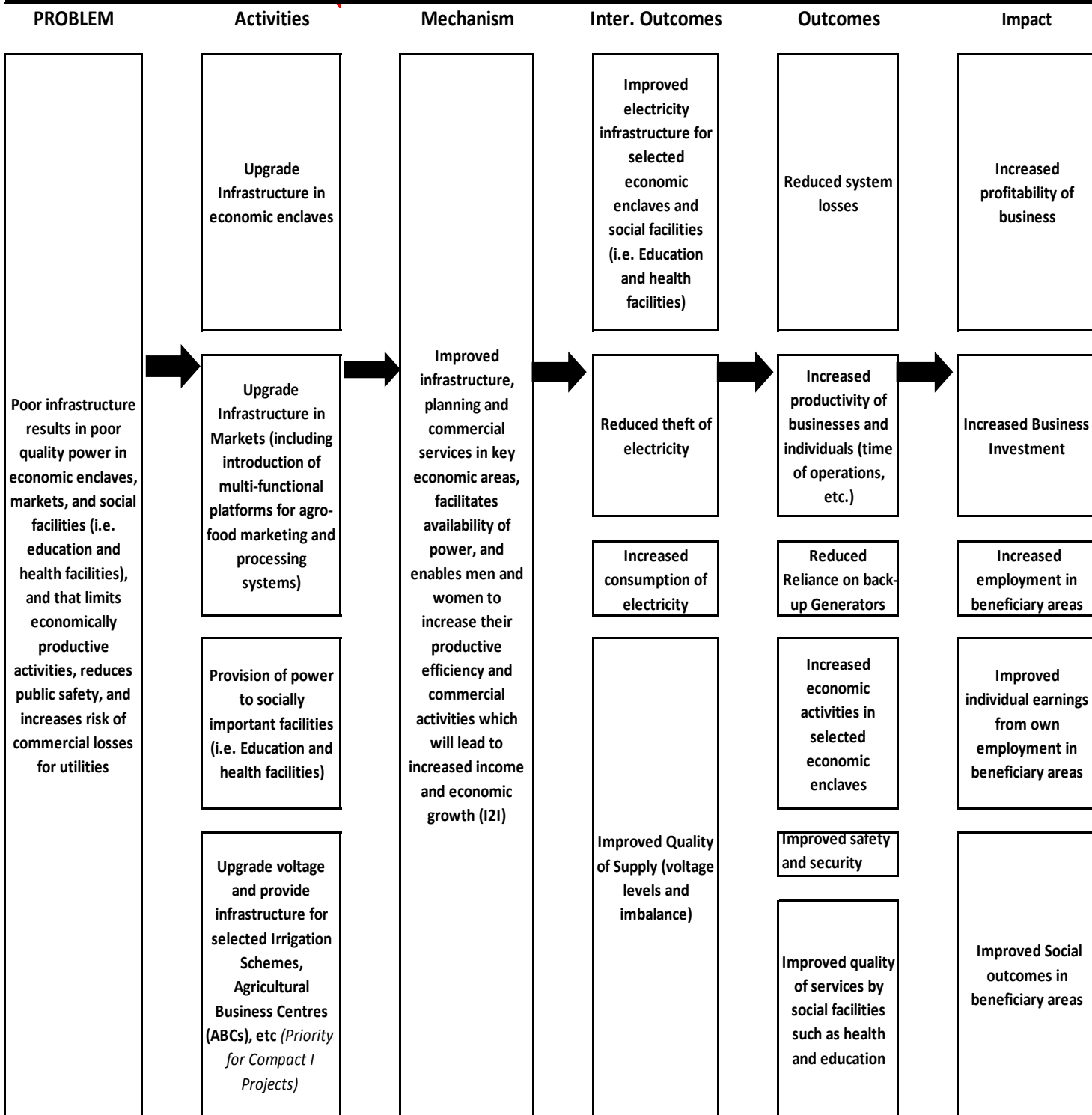
Assumptions

- *Training program can be implemented within 5-years *Credit availability
- *Willingness of industry to invest in power factor improvement
- *Effective enforcement of standards and labels requirements

Risk

- *Sustainability of resources

PROJECT 5 A: IMPROVED ACCESS FOR (WO)MEN IN SELECT COMMUNITIES, ECONOMIC ENCLAVES AND SOCIAL FACILITIES



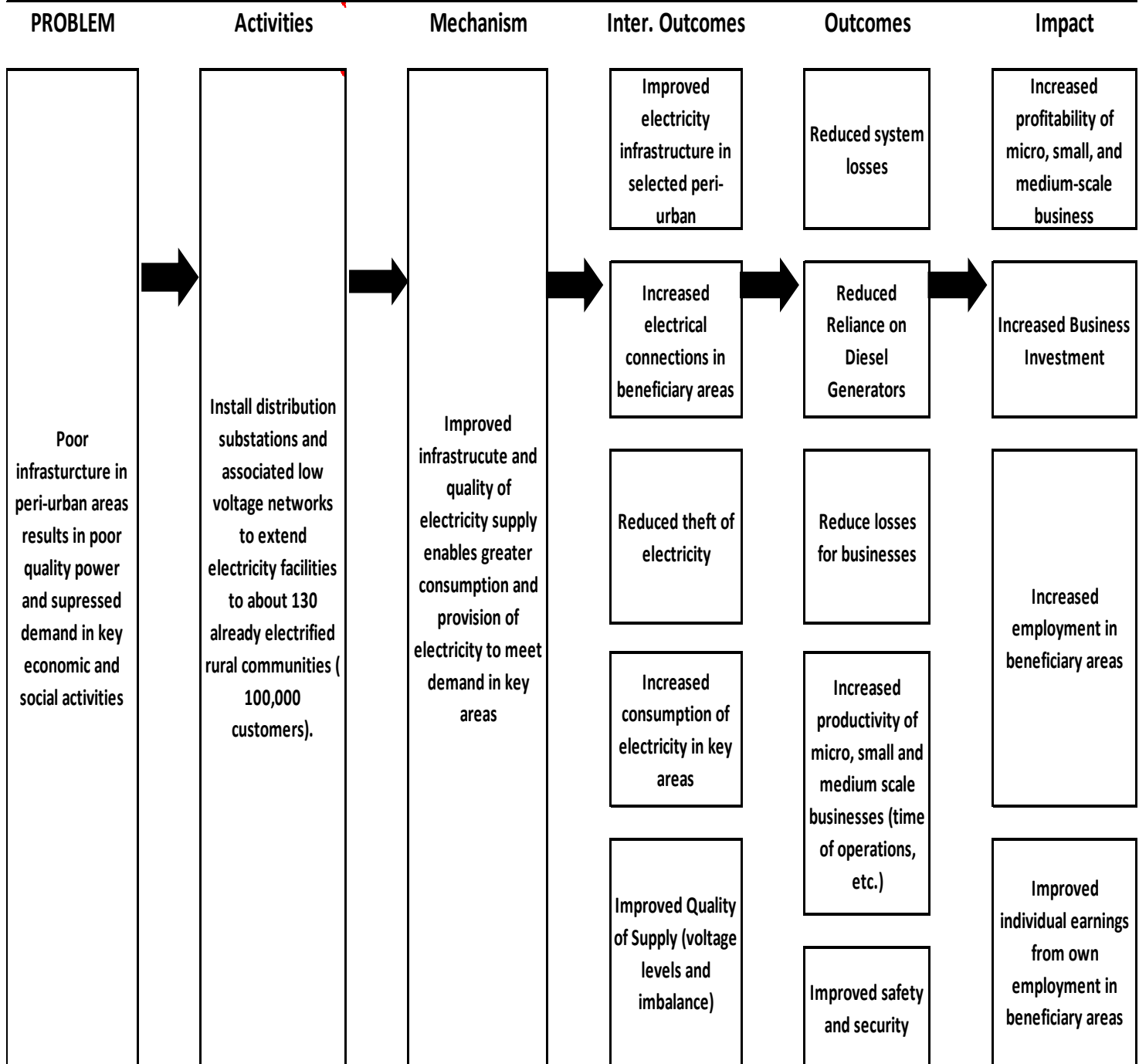
Assumptions

- *Easy identification of customers
- *Customer ability to pay
- *Clear targeting criteria, including pro-poor considerations
- *Customer willingness to pay
- *Connection fees affordable
- *Appliance availability
- Consumer expenditure
- *Credit availability
- *Labor availability

Risk

- *Tampering and vandalism
- *Customer backlash
- *Social acceptance of projects
- *Increased load shedding
- *Land ownership and availability
- *Low poverty levels

PROJECT 5B: IMPROVED ACCESS FOR (WO)MEN IN SELECT PERI-URBAN COMMUNITIES



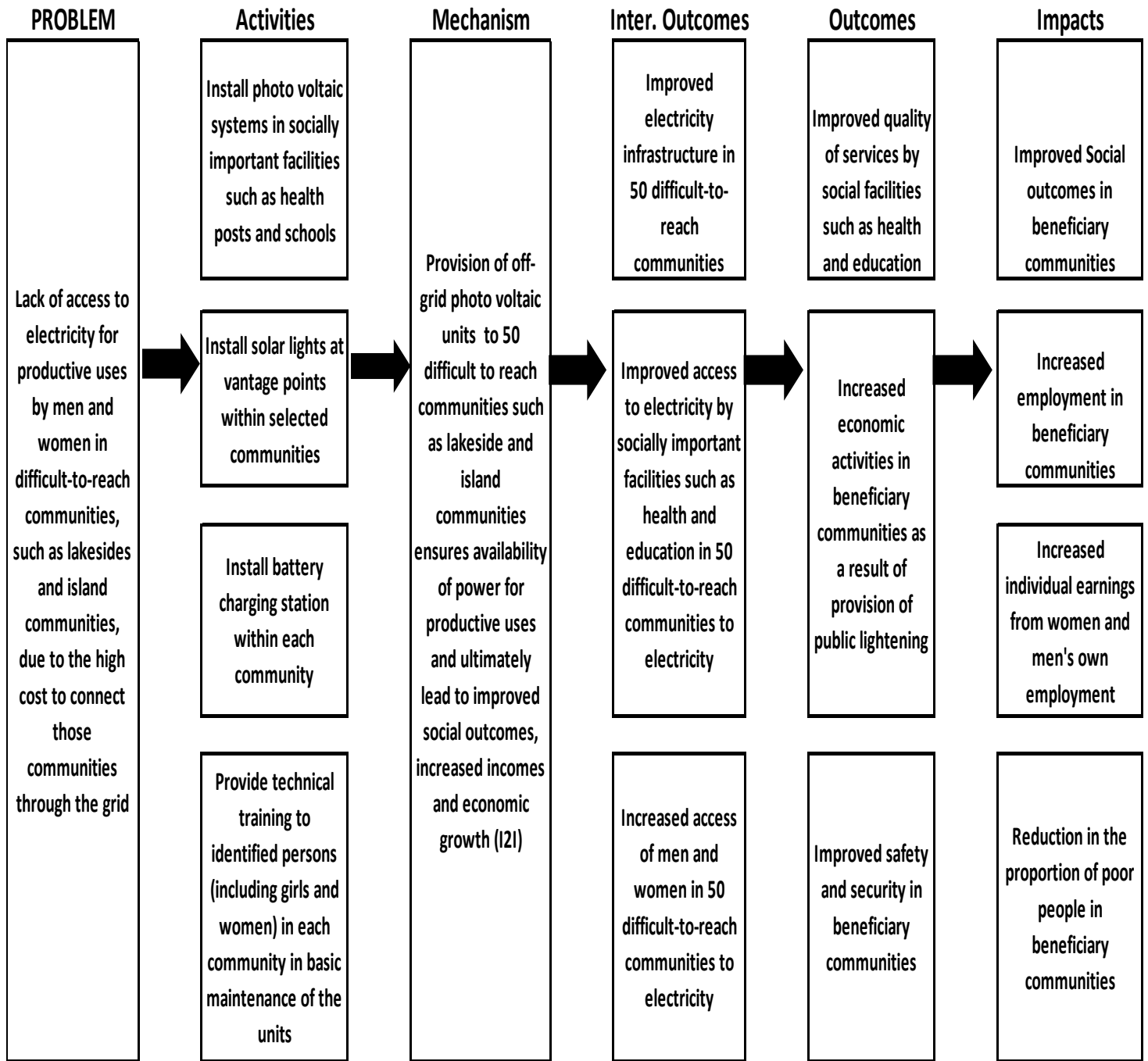
Assumptions

- | | | |
|---|--|---|
| <ul style="list-style-type: none"> *Easy identification of customers *Clear targeting criteria, including pro-poor considerations | <ul style="list-style-type: none"> *Customer ability to pay *Customer willingness to pay *Connection fees affordable *Appliance availability | <ul style="list-style-type: none"> Consumer expenditure *Credit availability *Labor availability |
|---|--|---|

Risk

- | | |
|--|--|
| <ul style="list-style-type: none"> *Tampering and vandalism *Land ownership and availability | <ul style="list-style-type: none"> *Customer backlash *Increased load shedding |
|--|--|

PROJECT 5C: IMPROVED ACCESS FOR (WO)MEN IN SELECTED ISLAND COMMUNITIES AND SOCIAL FACILITIES



Assumptions

*Consensus reached on location of projects

*Levy for public lighting is sufficient

* Sustainability of projects

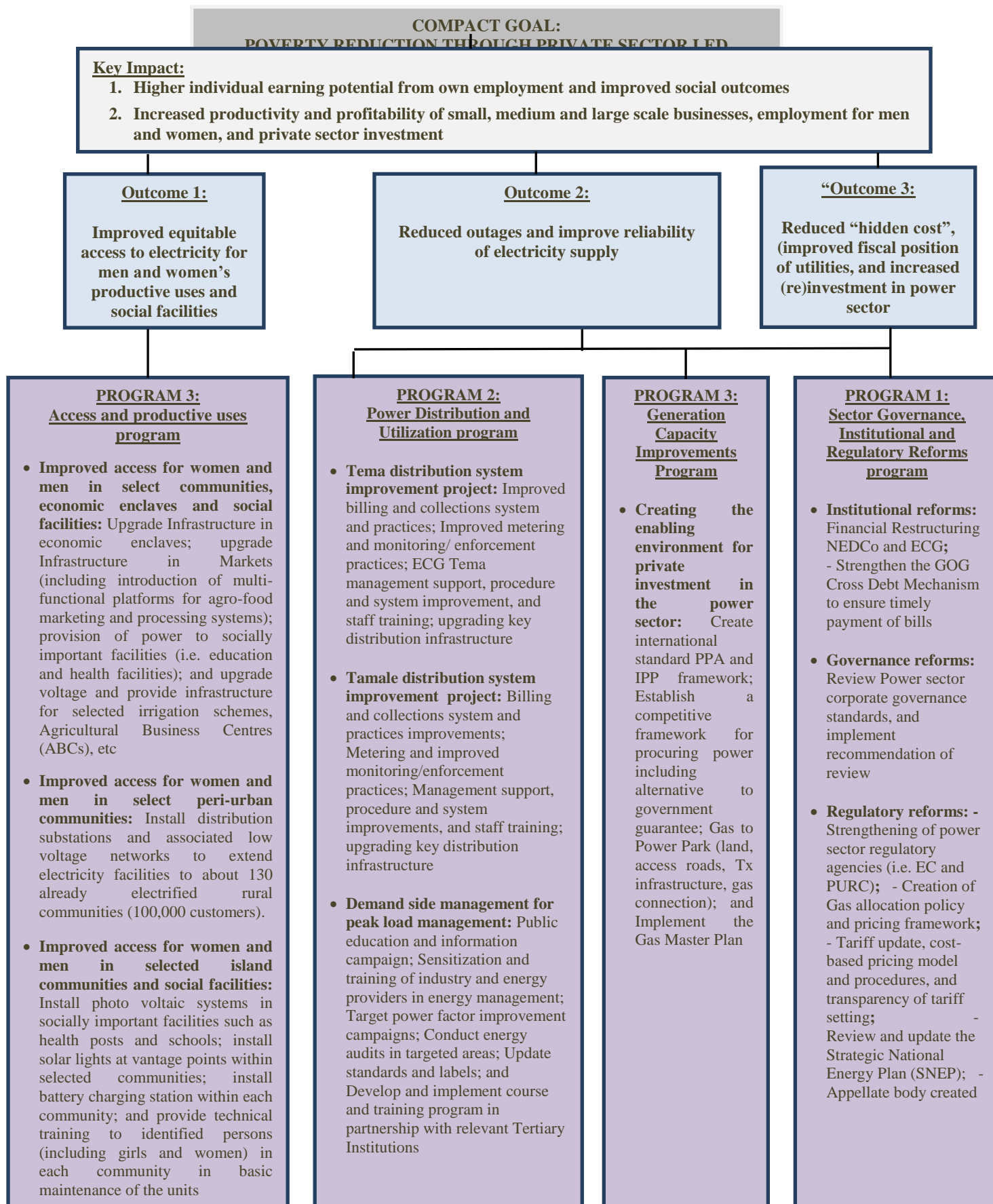
Risk

*Tampering and vandalism

*Socio-cultural norms that will prevent certain categories of beneficiaries from participating

*Social acceptance of projects

Annex III: GHANA PROGRAM LOGIC



ANNEX IV
INDICATORS FOR TRACKING THE EXPECTED OUTCOMES OF COMPACT II
INTERVENTIONS

		INDICATORS
OVERALL GOAL	1. Poverty Reduction through private sector led Economic Growth	<ul style="list-style-type: none"> • Poverty Gap Ratio • GDP growth rate • Per capita GDP • Percentage of households owning different assets by quintile in compact beneficiary areas
IMPACT	1. Higher individual earning potential from own employment and improved social outcomes	<ul style="list-style-type: none"> • Net income/revenue from private informal/formal and export farming activity in beneficiary communities • Proportion of own-account and contributing family workers in total employment in beneficiary communities • Adult morbidity in beneficiary communities • Child morbidity/mortality in beneficiary communities • Maternal mortality ratio in beneficiary communities • Life expectancy in beneficiary communities • Illiteracy rate/Literacy rate in beneficiary communities
	2. Increased business productivity, profitability, employment & private sector investment	<ul style="list-style-type: none"> • Manufacturing value added share in GDP • Employment-to-population ratio in beneficiary areas • Growth rate of GDP per person employed • Private fixed investment (as % gross domestic fixed investment) • Business sales losses due to power interruptions and quality • Electricity as a major obstacle to doing business • Cost of back-up diesel generation for firms
OUTCOME	1. Improved equitable access to electricity for men and women's productive uses and social services delivery	<ul style="list-style-type: none"> • Percentage change in population serviced by social facilities (per day/month/annum) • Percentage change in shadow cost of power to cottage industries in beneficiary areas • Household expenditure on energy, disaggregated by female and male headed household • Percentage change in scale of production of beneficiary cottage industries • Percentage change in productivity and profitability of cottage industries in beneficiary areas • Percentage change in hours of community markets activities • Percentage change in incidence of fire outbreaks in beneficiary economic enclaves cause by improper electricity connections
	2. Reduced outages & improved reliability of electrical supply	<ul style="list-style-type: none"> • System Average Interruption Frequency Index (SAIFI) (National, Tema and Tamale areas) • System Average Interruption Duration Index (SAIDI) (National, Tema and Tamale areas) • Average MW load shed in a year (National, Tema and Tamale areas) • Maximum MW shed during peak within a month • Percentage of population with access to electricity (National, Tema and Tamale areas) • Electric Power Consumption per Capita (National, Tema and Tamale areas)
	3. Reduced "hidden costs", improved fiscal position of utilities, and increased (re)investment in power sector	<ul style="list-style-type: none"> • Hidden Cost • Percentage improvement in balance sheets of utilities <ul style="list-style-type: none"> - Cost Recovery Ratio - Debt Equity Ratio - Current Ratio - Return on Equity or Capital Employed - Net Profit Margin (Profit to Turnover) - Interest Coverage Ratio • Annual investments in power sector by public utilities from own resource

INTERMEDIATE OUTCOME	1. Increased access for women and men in selected communities, and economic & social facilities	<ul style="list-style-type: none"> • Number of households benefited from solar systems in beneficiary communities • Number of social and community facilities (e.g. health posts etc.) in beneficiary communities provided with power from solar systems • Number of marketbenefitting from safe electrification and wiring project, and upgrading of electricity voltage • Number of health care facilities benefitting from safe electrification and wiring initiative, and upgrading of electricity voltage
	2. Reduced peak load	<ul style="list-style-type: none"> • Percentage change in peak demand growth • kWh consumed per output produced • Percentage of consumers adopting energy management systems • Number of larger electricity consumers who have adopted ISO50001 Energy Management Systems • Number of large (SLT) customers that have adopted shunt capacitors • Percentage reduction in cost of electricity by large electricity consumers who have adopted ISO50001 Energy Management Systems
	3. Increased private sector Generation Capacity	<ul style="list-style-type: none"> • Number of power sector investments attracted due to power sector-specific PPP framework and regulations • Amount of investments attracted to the power sector due to power sector-specific PPP framework and regulations (in US\$) • Committed generation capacity by IPPs • Per capita consumption of power
	4. Improved distribution network and reduced technical losses	<ul style="list-style-type: none"> • Percentage technical lossess of ECG and NEDCo (National, Tema and Tamale areas)
	5. Distribution system Improvements and commercial losses reduction	<ul style="list-style-type: none"> • Proportion of ECG and NEDCo revenues actually collected (National, Tema and Tamale areas) • Percentage change in commercial losses of ECG and NEDCo (National, Tema and Tamale areas) • Average Collection Period or Accounts Receivable in days of billing equivalent (National, Tema and Tamale areas) • Bad Debt (National, Tema and Tamale areas) • Average Creditor Days (National, Tema and Tamale areas) • Average time to respond to forced outages (National, Tema and Tamale areas) • Customer Satisfaction and Perceptions of Service (Tema and Tamale areas) • Average Cost of Electricity Billed (Gwh) (National, Tema and Tamale areas)
OUTPUT	1. Improved infrastructure to selected communities to enhance productive use	<ul style="list-style-type: none"> • Length of electricity networks extended to regions that have lowest rates of access to electricity • Length of peri-urban electricity networks reinforced in selected areas • Number of km enterprise connections
	2. Improved demand Side Management	<ul style="list-style-type: none"> • Time-of-use tariff regime instituted and operational • Number of communities and individual benefiting from educational campaign on efficient use of energy
	3. Enabling environment for private sector generation of power created	<ul style="list-style-type: none"> • Gas to power parks established • Credible bulk trader established • Clear permit procedures for IPP adopted • Internationally accepted standardised format for PPA adopted • Transparent gas allocation and pricing guidelines and procedure adopted • Enactment of overall PPP Law and Regulations • Adoption of power sector-specific PPP framework and regulations • Number of CSOs beneficiaries trained to use the tariff setting tools and formula • Number of PURC and EC staff trained and equipped with new tools for tariff setting • Number of personnel of distribution and transmission utilities trained in tariff setting tools and mechanisms. • Transparent and independently verifiable tariff-setting regime/mechanism in place • Tariffs for ancillary services such as reactive power compensation as well as reserve margin established • Appellate body/mechanism for settling tariff setting dispute in place

	<p>4. Strategic corporate, management, and operational re-alignment with enhanced customer focus (Objective)</p>	<ul style="list-style-type: none"> • Length of distribution lines upgraded • Number of sub-stations upgraded • Long term commercial loss reduction program developed and operational by ECG and NEDCo • The proportion of customers covered by improved new electricity meters • Improved procedures and software systems for effective meter reading, bill delivery, revenue collection adopted • Rear time service procedures, and customer complain and feedback system in place • The number of ECG and NEDCo personnel re-trained in improved customer care • Studies on rate of the need for additional capital injection into utilities conducted • Improved corporate governance framework adopted by utilities.
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