

Government Accountability Improves Trust (GAIT), (Cooperative Agreement No: 641-A-00-01-00043-00)



Project Final Evaluation

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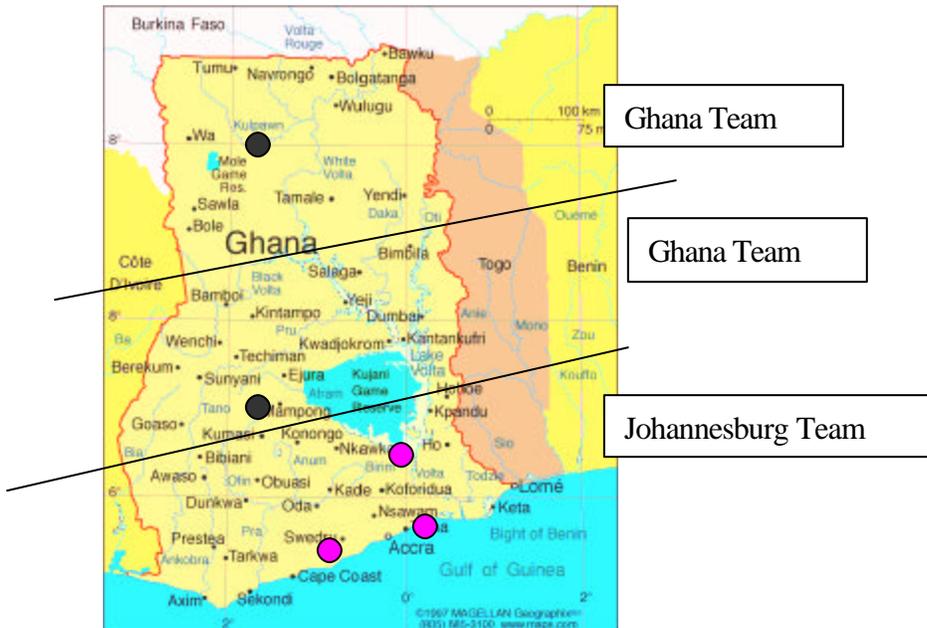
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ACRONYMS

Name	Acronym
Civil Society Associations	CSA
Civil Society Organization	CSO
Civic Union	CU
Community Based Organizations	CBO
Cooperative League of the USA	CLUSA
Country Strategic Plan	CSP
Danish International Development Association	DANIDA
Democracy and Governance	DG
Department of Education	DOE
District Agriculture Office	DAO
District Assembly	DA
District Chief Executive	DCE
District Coordinating Director	DCD
District Director of Education	DDE
District Education Office	DEO
District Education Oversight Committee	DEOC
District Education Planning Team	DEPT
Department of Foreign International Development	DFID
District Health Office	DHO
District Strategic Plans for Accountability and Transparency	DISPAT
Enhancing Civil Society at the Local Level	ECSELL
Ghana National Association of Teachers	GNAT
Government Accountability Improves Trust	GAIT
Government of Ghana	GOG
German Technical Assistance	GTZ
International Foundation for Electoral Systems	IFES
Local Government	LG
Local Government On Line	LOGON
Member of Parliament	MP
Ministry of Local Government and Rural Development	MLGRD
National Advocacy Council on Good Governance	NACOG
National Decentralization Action Plan	NDAP
Non-Governmental Organization	NGO
Parent-Teacher Association	PTA
School Management Committee	SMC
School Performance Appraisal Meetings	SPAM
Stakeholder Strategic Planning Workshops	SSPW
Strategic Objective	SO
Supporting the Electoral Process Project	STEP
United Nations Development Program	UNDP
United States Agency for International Development	USAID

I. ACKNOWLEDGEMENTS.

The evaluation team would like to acknowledge the contribution of many people who made this evaluation possible. The whole evaluation process was possible because of the excellent cooperation and participation of the USAID/Ghana D&G staff, CLUSA staff, District Chief Executives of Nadowli and Kwabre, Departmental Heads at the Nadowli and Kwabre Districts, CUs, CSOs, and community members.



II. EXECUTIVE SUMMARY.

The primary aim of this evaluation exercise is to equip the named evaluation Team members with the necessary practical skills needed to carry out quality Evaluations of USAID sponsored projects. The outcomes of the evaluations were also intended to provide the project implementers with a diligent feedback to help them in their program planning for follow- on phases and windows for re-structuring the implementation process where expected impact results were not realized. This Team focused on the CLUSA -GAIT projects in Nadowli District in the Upper West Region and Kwabre District in the Ashanti Region.

Ghana's local government systems, historically, has not responded to the needs of the people for improved living standards at the grass roots level. This was because political power and development programs were controlled mainly from the center in the capital of Ghana. For this reason there was no form of active participation in governance and policy formulation from the communities and rural dwellers. In order to reverse this situation, the decentralization system was introduced to promote participation by the rural people in governance and policy formulation for their own development as they deemed

it fit. However a number of socio-economic factors worked against the ability of the rural people to participate in governance successfully, and these have been outlined.

The CLUSA-GAIT project has intervened to ensure that:

- There is increased citizen participation in local government and policy formulation.
- There is increased CSO advocacy to local government.
- There is increased local government responsiveness to citizens.

The underlying assumptions of these objectives were that the successful implementation of the processes required of them will lead to increased civic awareness that will lead the CSOs, the citizens and the local government functionaries to collaborate so as to ensure increased participatory governance activities and therefore transparent and accountable governance.

The Evaluation Team went into two Districts which were systematically drawn from two clusters of Districts out of three. The three clusters of districts were the southern sector, the middle sector and the northern sector. The interviews took place in the Middle sector and the northern sector.

The data for analyses and deductions were collected through group interviews of specified stakeholders which included the Donors, the Trainers, the District Assemblies, the Civic Unions and Civil Society Organizations.

The analyses disaggregated the results into the following categories

- People level Results
- Provision of Services
- Civic Union strengthening skills for CU/CSOs
- Sustainability
- CUs and CSOs participation in decision making
- Local Government Responsiveness to CUs, CSOs and Citizens' needs.

The findings which, to a large extent, were process results showed a strong skewing to improvement from previous experiences on all the levels of categorizations.

The deductions therefore was that the CLUSA-GAIT intervention had brought changes in individuals, the CUs, the CSOs and the ordinary citizens whose enlightened demands

now made the Assembly functionaries to respect and respond to their needs and demands more transparently than before.

What was visible also was the fact that there was public sharing of information on about 90% of the Assembly's responsibilities, especially the details of revenue generation and budgetary expenditures.

In conclusion, the team agreed, although there was evidence of CLUSA-GAIT positive influences that has led to great changes, that there was still the need for CLUSA-GAIT presence for reinforcement of lessons learnt from the first phase to ensure greater sustainability when CLUSA-GAIT finally leaves. This position was echoed by all the Stakeholders interviewed.

The Evaluation provided some recommendations and lessons learnt for the appropriate audiences.

To USAID/Project Implementer

- Increase project cycle from two years to three years.
- The CU/CSOs participation in decision making process is DA's interest and should be strengthened.
- A sustainability and exit strategy should be discussed with all stakeholders.
- CSOs should be assisted to acquire legal recognition from govt. and district authorities.
- Share information with stakeholders: (DA, CUS and CSOs).
- Contractor should expand areas of CSOs capacity strengthening for replication to include: (a) advocacy (b) proposal writing (c) business management (d) leadership skills (e) recordkeeping.

To District Assembly

- The DA should budget for the support of CUs activities.
- Training programs for DA/Decentralized depts. should involve CUs/CSOs and vice versa.

III. INTRODUCTION.

1. The Local Government System in Ghana

The District Assembly System was introduced, in principle, to involve the grassroots people in governance. Previous systems of local government put in place did not respond adequately to the development needs of the people in the villages, towns and cities. Central Government in this context was located in the capital and power was diffused through respective ministries to the regional capitals which in turn operated through councils at the District level.

Although the local councils were populated by representatives of the people, these were symbolic representatives of the people since they were never accountable to the people. The people, indeed, were not aware that they could hold these representatives accountable to them for failing to address their developments needs and, especially such amenities that would reduce the drudgery of hiring at the community level in a modern democracy.

Under this local Government system, basic rates are paid with no corresponding development activities rendered to the people outside the towns. The people were never directly involved in the decision making about the provision of projects to ameliorate their poor living standards. Projects were conceived of from the center and imposed on the periphery without any form of explanations. In consequence, most projects were failures because of the to-down approach to responding to the development needs of the communities at the grassroots level.

2. The District Assembly System and the Decentralization System

The decentralization system of government came into existence in Ghana to bridge the gap between the Central Government and majority of the people living in the rural areas of Ghana. Through this process, a District Assembly was created and established as the highest authority at the grassroots areas. Grassroots members elected their representatives from among themselves to represent them in the District Assembly (DA). This Assembly, however, differed in name in relationship to size of population and urbanization level.

Below the Assembly were the areas and town councils which were again made up of people from the communities who were to select priority projects for the communities.

Below this structure was the Unit Committees to which neighborhood members selected individuals to keep alive the needs of the neighborhoods.

These structures were non-political and were to remain non-partisan in their approach to the development of the demarcated area based on population of members, configuity and cultural homogeneity.

Beneath these structures is the attempt to establish the principle of participatory governance and development that will involve the ordinary people at the periphery levels of society. It was also to capture the process of bottom-up approach to development.

IV. PROBLEM STATEMENT.

Problem of Participatory Governance and Decentralization

The principle of participation in the process of government and development initiatives were started by a set of major social problems.

- There were a high percentage of people who were not fully aware of civic rights.
- The people at the grassroots level were made to be dependent and see the representative structures as inaccessible to them.
- People acted as individuals searching for means to satisfy their basic needs of food, shelter and cloths and were not concerned about forming associations for mutual support and strength.
- CBOs and CSOs were in most cases non-existent at the rural level. The people never knew what they stood for and Assemblies functionaries were suspicious of them and their activities in the communities.
- Women and children were neglected.
- Assemblies did not involve the people in their affairs of governance.
- The traditional authorities were viewed as subordinates and were excluded from the process of governance and the activities of the DAs.

V. RATIONAL OF INTERVENTION.

From the above problem statement, there was a great need to educate and sensitize the community members to assert their interest and hold the Assembly functionaries accountable for the vision and the mission of the Assemblies.

Thus, the participation of the people in the decentralization process for meaningful governance for the development of the people and their communities, in this new era of participatory governance, needed such interventions that would resolve the above delineated contextual problems.

In short a healthy collaboration between the local government as represented by the District Assembly structures, the civil society groups and the ordinary people was desirable for the decentralized process of governance to be successful and beneficial to the livelihood of the grassroots level inhabitants of Ghana.

VI. THE GAIT PROJECT.

Pursuant to the cooperative agreement number 641- A-00-01-00043-00 between the United States Agency for International Development (USAID) and the Cooperative League of the USA (CLUSA), the Government Accountability Improves Trust (GAIT) Program implementation commenced in Ghana from end of 2000 to July 2004. The GAIT Program is the local level component of an overall USAID/Ghana Democracy and Governance strategic objective: *Public policy decisions better reflect civic input*. The purpose of the GAIT project is to strengthen the management and the organizational capabilities of civil society organizations to the level where they can be effective partners in local governance and contribute to national policy formulation. The budget amount was \$2,849,904.

The CLUSA –GAIT intervention was to achieve the following:

- Increased citizen participation in local government and policy formulation

- Increased CSO advocacy to local government
- Increased local government responsiveness to citizens

The successful implementation of the above would lead to the reduction and indeed the elimination of the above problems delineated as constituting impediments to the successful implementation of the participatory governance underlying the principles of decentralization in Ghana.

From February 2001 to January 2003, GAIT interventions were limited to 10 districts, one in each of the country's 10 administrative regions. After two years of implementation, the program coverage was expanded to 10 additional districts (one additional district in each region) for 18 more months. The operational districts of the GAIT program with their respective capital towns are set forth in table 1 below:

Table 1: GAIT Program Operational Districts

Region	District	District Capital
Ashanti	Afigya-Sekyere Kwabre	Agona Mamponteng
Brong-Ahafo	Berekum Techiman	Berekum Techiman
Central	Upper Denkyira Agona	Dunkwa-on-Offin Agona Swedru
Eastern	Suhum-Kraboia-Coaltar West Akim	Suhum Asamankese
Greater Accra	Ga Dangme West	Amasaman Dodowa
Northern	West Mamprusi ¹ East Mamprusi	Walewale Gambaga
Upper East	Kassena-Nankana Builsa	Navrongo Sandema
Upper West	Wa Nadowli	Wa Nadowli
Volta	Jasikan Hohoe	Jasikan Hohoe
Western	Nzema East Ahanta West	Axim Agona Nkwanta

Program Activities:

CLUSA focused on two major intervention areas:

- ◆ Providing *capacity building, training and technical assistance* to civil society organizations, District Assemblies (DAs) and other relevant local governance institutions like the National Commission for Civic Education; and

- ◆ Assisting district level civil society umbrella organizations - CUs, to employ “*citizen participation techniques*” (CPTs) to interact with local government officials on matters of citizens’ interest but beneficial to local government units.

GAIT provided training in

- citizen participation in local government (CPLG), participatory planning and budgeting (PPB),
- financial resources mobilization (FRM), quality service improvement (QSI),
- service contract management and privatization (SCMP), and financial management (FM).

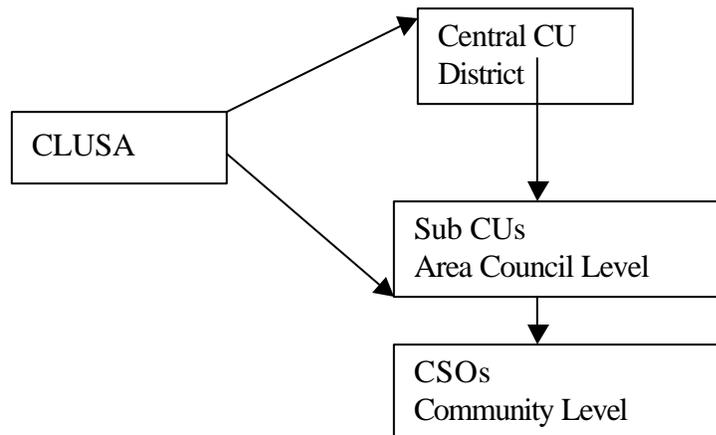
On the civil society side the capacities of CU and CSO leaders were strengthened by providing training in group dynamics and organizational development, leadership and communication skills, advocacy and lobbying skills including parliamentary advocacy process, proposal writing, human rights, conflict management and dispute resolution.

Citizen participation activities by GAIT include town hall meetings, question and answer meetings, public hearings on budgets and development plans, fee-fixing consultations, information sharing on district tender board contracting procedures, guidelines on the disbursement of the District Assembly Common Fund (DACF) as well as the requirements and mode of application for the poverty alleviation fund (PAF).

Lately, GAIT added citizen policy review clinic to its CPTs to create the opportunity for citizens at the local level to make input into interesting bills. These activities involving district administration officials, AMs, directors of decentralized departments, CU and CSO leaders encouraged citizen participation and civic advocacy; enhanced government responsiveness and promoted openness and accountability in local government administration.

Source: FINAL REPORT, February 01, 2003 – July 31, 2004

CLUSA facilitated the formation of a federation of existing CSOs into sub-CUs and central CUs to achieve its intervention objectives. The structure below shows the network of activities among the stakeholders.



VII. EVALUATION PURPOSE AND METHODOLOGY.

The purpose of the evaluation is to inform DG SO in the preparation and management of their new strategy.

The evaluation team attempted to answer the evaluation purpose through six main questions (see scope of work annex A) and used the following methodology. Note that the methodology will have some limitations due to the context in which the evaluation was commended (it is part of a training program).

1. Evaluation Hypothesis

From the fore going statements on the conditions prevailing as impediments to successful participation of the CSOs, the CBOs and people under the umbrella of local governance, the Evaluation Team postulated some assumptions which argued that:

1.1. Assumption No. One:

If CLUSA-GAIT intervention is adequately implemented in the DAs to be evaluated, it will lead to increased awareness which will promote increased citizen participation in local governance and policy formulation.

The reason being that:

The fear and timidity previously harbored by the citizens will be eroded by an awareness of their civic rights.

An understanding of their civic rights will in turn lead to demands for rights to participate in decisions that affect their lives.

1.2. Assumption No. Two

If CLUSA-GAIT intervention strengthens the CSOs in the communities this will lead to positive reports of increased CSO advocacy on local government by the functionaries of DA Secretariat and the local community people on their respective needs; stories of collaboration and mutuality will be reported by the three parties of the DA, the CSOs and the Community members.

The reasons of the above being that:

The advocacy knowledge will equip the CSOs to enlighten the citizens on their duties to pay taxes which will earn them development projects that they need to improve their living standards.

The CSOs with the advocacy knowledge will also be able to assert their member's interests to access facilities like loans and small-scale projects for their group benefits.

With the three parties benefiting from each other there be mutual trust and inter – dependence for the good of the people of the district.

1.3. Assumption No. Three

If the CLUSA-GAIT interventions are well executed this phenomenon will lead to increased local government responses to the citizens.

The reason for the above will be that:

The advocacy of the CSOs will lead to informed requests for the Assemblies to respond to the needs of the people from the basis of civic rights and payment of their taxes and fulfillment of other obligations.

The CSOs will apply lobbying tactics to achieve their needs and those of the citizens.

Many of the DA structures will now be populated by persons who will influence the DAs to operate in the interest of the citizens they represent.

The DA functionaries will respond to the citizens to ensure transparency and accountability in their work since the consequences of defaulting will make citizens to adopt legitimate means to have their rights implemented by superior institutions. This will be detrimental to the positions of the DA functionaries.

Armed with these assumptions the Evaluation Team set out for the field interviews.

2. Selection Process.

The evaluation team selected 2 districts out of the 20 CLUSA intervention districts. The CLUSA – GAIT project is being implemented in 20 selected districts in Ghana. The project covers 2 districts in each of the 10 regions of Ghana. A USAID evaluation team at the end of last year evaluated some of the CLUSA districts so we did not select those. Prior to the selection of our districts, it was noted that an evaluation team of the same training program which took place in South Africa was evaluating CLUSA districts in the southern sector of Ghana. The districts covered by these two evaluation teams were therefore removed to avoid duplication of work.

2.1. Rationale for the Selected Districts

Thus, the middle sector encompassing Ashanti region constituted a cell from which to choose a district to be evaluated. The northern sector encompassing the three northern regions: Northern, Upper East and Upper West also constituted a cell from which one district was to be selected for the same evaluation. The evaluators decided to do a purposive sampling of one district from the northern sector and another from the middle sector of Ashanti. The criteria for the purposive sampling are set out below:

Nadowli district in the Upper West region in the northern sector and Kwabre in the Ashanti region in the middle sector were chosen for the study. Both districts were among 10 districts that were considered second generation districts and were also among the selected districts for an extension of the project for a period of 18 months (February 2003 to July 2004).

The two districts were also purposively selected due to the long distance between the southern and the northern Districts, about 1,000 km. The assumption was that each represented such characteristics of development needs and opportunities or lack of it that could be replicated to fit the other Districts in the respective cells of the middle sector and northern sector. Time was an important limiting factor too. The time available for travel to and for data collection did not permit a choice of more than one district per the cells shown.

3. Questionnaire Design and Administration

The interview guides were designed for the stakeholders of the CLUSA - GAIT project. In this respect the following constituted our sample population:

1. The Donors
2. The Trainers
3. The District Assembly
4. The Civic Unions and Civil Society Organizations

3.1. Pre-Tests

The interview guides were not pre-tested because of time constraint.

However, from the preliminary interviews with the District Chief Executive and their staff in the District Assembly, and the Civic Unions (CUs) and Civil Society Organizations (CSOs), it was observed that some sub-questions were answered in line with main questions. Thus in subsequent interviews the team adjusted the questioning procedure accordingly.

3.2. The Interview Process

All the interviews were group interviews. The time available for the actual interviews on the schedules did not permit one on one interview. The Evaluators agreed to bring like groups together since answers would be complimentary. Responding together also proved useful because it provided the opportunity for internal checking against exaggerated answers.

In Kwabre district the District Executive Chief and his staff were interviewed as a group and 36 executive members of CU/Sub CUs/CSO were interviewed, all the four evaluators participated in the interviews for the DAs, the CUs, the CSOs and the Community. The representatives of the Departments of the line Ministries were also interviewed. The

Evaluation Team held a community meeting at the Andanwamase community to seek their views.

Table II: Districts Selected for Evaluation and Numbers Interviewed

District	Category of Interviewee	Number
Kwabre	CU/Sub CU/CSO	36
	DA Personnel	6
	Community	35
Nadowli	CU/Sub CU/CSO	16
	DA Personnel	6
	Community	100

In Nadowli, the representatives of the DA were interviewed as a group, the representatives of the CUs, the 7 sub-CUs, and some CSOs were interviewed together and members of the Chang community were also interviewed.

3.3. Rationale for the Group interviews

The purpose of the different group interview with overlapping questions was to cross-check the information. This was an open form of triangulation since recording of evidence in permanent storage facilities was not yet being practiced by the respective interviewees. The Team considered this approach as an innovation.

Based on the Teams experience in Nadowli DA and Chang village, the evaluators agreed that bringing different categories of respondents together did not affect responses. CLUSA uses multi participatory approaches and already encourages these structures to work hand in hand therefore interviewing them together will not affect the answers.

In addition, documents related to GAIT project were reviewed to confirm findings in the group interviews.

VIII. FINDINGS.

1. People level results.

Although the GAIT project is only one and half years old in the generation 2 districts including the two we surveyed, some encouraging results have been obtained. The interviews with the beneficiaries revealed that a better level of satisfaction has been reached between the DAs and citizens compared to the periods before the project though a high percentage of the responses were process results. Note that some of these results are difficult to measure. An external assessment of the project and the implementer final report also confirmed this.

The key finding has been the change in the decision making process from centralized to participatory mechanism. CLUSA final report stated that 40% of local government decision was reached through participatory mechanism at the 2nd generation districts.

As a result of this corroboration the following illustrates the people level achievements:

- Revenue has increased within the CSO, CU and District Assembly. According to the Kwabre DCE, the revenue target was exceeded in 2003; this was not the case before the project.

Table III. District Assemblies' Revenue Performance

District	'01 Actual (€m)	'02 Target (€m)	'02 Actual (€m)	'02 % Perf (Actual /Target)	'02 % change over '01	'03 Target (€m)	'03 Actual (€m)	'03 % Perf (Actual/Target)	'03 % change over /02
Kwabre	608.5	828.31	764.59	92%	26%	1139	1232	108%	61%
Nadowli	47.59	Not avail.	54.85	N/A	15%	259.23	227.92	88%	316%

Source: CLUSA M&E report, 2003

- Improved services to communities from contractors and DA program implementers. CSOs monitored and ensured quality services delivered to communities especially in the area of construction work. In fact, all 2 DAs are involving citizens in development plan implementation, because of the CUs intervention and concern for quality services.
- Access to loans increased: As a result of CSO's monitoring and advocacy, CSO/CU executives track defaulting members to ensure repayment. The loans were used for income generating activities like shea butter processing machines in Chang village, farming, piggery (CSO has cultivated cassava farm to feed the animals in Chang village).

Table IV. Access to credit

2003	Beneficiaries	Total Amount Disbursed
Kwabre District	22 CSOs	83m
Nadowli	123 Beneficiaries	162m

- Increased parental support for children's education: Parents community members reported that they are now able to pay school levies of their wards. A CSO, CIYA gave scholarships to 4 students. Community members now appeal to the DA for scholarship awards to their children and have received scholarship for some children in Kwabre district to attend teacher training colleges.
- Increased contentment from the population and respect by the assembly officials through CUs advocacy resulting in direct communication between the DA and community members (town hall meetings and public forums). Easy access to poverty alleviation fund. Awareness of the community members in HIV/AIDS, effects for drug

abuse, citizens tax obligations, DA income distribution arising from town hall meetings and public forums.

- Increased community participation in civic actions. (repair of roads, provision of teachers quarters, sourcing of NGO funding for dams).
- Increased women’s participation in and assertiveness in decision making process (meetings, land distribution, females and mothers contributing to family housekeeping).
- Increased stability in household: (women are now financially less dependent on their husbands and this has reduced conflict due to debate and awareness on domestic violence bill).

According to the CLUSA external assessment report it was observed that there is an increased awareness of government policy and government processes after training had occurred. A major difference over the last one and half to three years was that in a number of districts the district assembly (DA) was better able to engage with civil society. One of the effects of GAIT has been a better understanding of the way to access the political decision making process. Before the establishment of CUs, it was not clear to civil society leaders as to how to approach the DA.

2. Provision of Services:

The evaluation team moved in to ascertain the nature of services provided by the CUs/ Sub CUs /CSOs. The aim was to compare the situation before the intervention and after.

Some important process results have been achieved. They are pre-requisite for services delivery improvement:

- CUs were nonexistent and were formed by the GAIT project.
- There were few organized groups/CSOs before the GAIT project intervention but there was an increase after the intervention. For example there was only one group in the Chang village, but now there are 8.

Table V. Number of CSOs/CU/Sub-CUs during GAIT I intervention

District	# of CSOs						# of Sub-CUs					
	1 st qtr '03	2 nd qtr '03	3 rd qtr '03	4 th qtr '03	1 st qtr '04	2 nd qtr '04	1 st qtr '03	2 nd qtr '03	3 rd qtr '03	4 th qtr '03	1 st qtr '04	2 nd qtr '04
Kwabre	39	52	46	52	52	52	0	0	0	3	3	3
Nadowli	181	181	181	181	181	181	7	7	7	7	7	7

All the districts have 1 Civic Union, Kwabre CU was formed in 2nd quarter 2003; and Nadowli CU formed in 1st quarter 2003.

Kwabre Sub-CUs

1. Kwabre No. 1 – Based in Swedru
2. Kwabre No. 2 – Based in Krobo
3. Kwabre No. 3 – Mampong

Sub-CUs were formed along the lines of communication structures that evolved during colonial days

Nadowli Sub-CUs

1. Nadowli Sub-Civic Union
2. Jang Sub-Civic Union
3. Kaleo Sub-Civic Union
4. Issa Sub-Civic Union
5. Takpo Sub-Civic Union
6. Daffiama Sub-Civic Union
7. Bussie Sub-Civic Union

Sub-CUs were formed along the lines of the 7 Electoral Areas of the district

- Attendance at meetings has increased. The respondents reported that attendance at meetings was poor but has increased after intervention. Unfortunately, however, the CUs did not have records to support their claim.
- CUs didn't have constitutions before intervention. They now hold meetings once a month according to the provisions in the constitution.

The evaluation team identified the following improvement in services delivery:

Advocacy:

- CUs lobby for improved services from the government departments, DA and NGOs. (one member said “GAIT project has broaden members scope”).
- CUs are now able to better monitor the DA projects for the community to ensure quality products. In Nadowli district, the women presented a proposal to ActionAid /Ghana for the construction of a dam. The contractor abandoned the work and the CU followed up to the DA. The DA set up an investigation committee which presented its report to the DA. The case was referred to the National Advocacy Committee on Good Governance (NACOG) but no action has been taken yet. The CU is still advocating for action from the DA.

Financial Resource Mobilization:

- CUs educate members to their tax obligations.
- CUs collect basic rates and different taxes for the DA.
- CUs collect property rates and income taxes from CSO members for DA resulting in increased DA revenue.

- DA pay commission to CSOs on amount of revenue collected and this increased CSO income.
- More CSOs have opened accounts at the banks and are saving.
- CUs Facilitate access to financial resources for CSOs and individuals from the Poverty Reduction fund.
- CUs are generating income from micro investments. In Kwabre district, the CU was able to generate 2.3 million from the collection of dues, registration fees and hiring of chairs and canopy in one and half months.

Conclusions:

The services of the CUs and the CSOs were highly appreciated by the DA or Local Government and the Community. The communities are better organized and mobilized for communal activities.

3. Civic Union strengthening skills that improved Civic Union/CSO services.

The capacities of CU and CSO leaders were strengthened by providing training in group dynamics and organizational development, leadership and communication skills, advocacy and lobbying skills including parliamentary advocacy process, proposal writing, human rights, conflict management and dispute resolution.

From our findings, some of the strengthening skills were keys in the improvements of these organizations services delivered to the beneficiaries. They are the following:

- Citizen Participation in Local Government (CPLG).
- Group organizational development and management.
- Advocacy and lobbying.
- Leadership training for women.

The training of the CPLG delivered to the government Officials also much contributed in realizing and improving Government services to the communities. This allowed the two parities to come closer and understand better each other concerns and realities. This was the first benefit mentioned by the DA or Local Government, the CBO, when asked about the results of the GAIT project.

4. Sustainability.

To be sustainable a civil society organization should have some criteria such as: (1) A strategic plan that is being implemented; (1) a sound financial management system; (2) a fund raising plan that is being implemented; and (4) a mechanism of involving its members in needs assessment, activities' planning and implementation.

The CUs and Sub-CUs in the two districts did not meet almost all the above criteria. The Federation of CUs in Nadowli and Kwabre has their strategic plans that were not implemented. The Kwabre federation reported they have a financial management system.

In addition, the Kwabre Federation has no legal recognition which could be a major constraint for any organization. The major challenge facing civil society organizations in general is the ability to raise enough funds from other sources than the donors' fund and membership fees to sustain their set objectives. Under this project, most target groups relied heavily on CLUSA's resources and membership/registration fees. This also applied to the CUs and CSOs we interviewed in Nadowli and Kwabre districts.

For sustainability purpose, some of these groups undertook income generating activities like farming (Sub-CSOs in Nadowli District and women association in Chang village). The CU in Kwabre have won some contracts with the DA and this generates income for them; in addition it received a grant of 45 millions Cedis from CLUSA for income generating activities. Some of the CLUSA grant was disbursed to the 2 sub-CUs which helped start canopies and chair hiring for fees at the CU level. The Sub-CU or CSOs in Nadowli received fees for helping the DA collect taxes from the communities.

In addition, collaboration among structures may improve sustainability. The Business Advisory Center (BAC) of the National Board for Small Scale Industries (NBSSI) in the Nadowli district is collaborating effectively with the GAIT program. As a new entrant in the district, the NBSSI has adopted the GAIT supported CU and CSOs as their clients because it found the organizational structure to be suitable for its operations in terms of effective and efficient monitoring of clients activities and loan recovery. A list of 21 CSOs was submitted to the NBSSI who are the disbursing agency for the Ministry of Women and Children Affairs' (MOWAC) Japanese Fund. Already, 2 women groups have received ₵10,000,000.00 (\$1,110) each while 5 others had their applications approved. More women groups have been encouraged to apply for the fund. The Sub-CUs who assisted CSOs to benefit from this fund charged a ₵ 20,000 fee, which went to the Sub-CUs' accounts (Quarterly report January to March 2004 and confirmed during our evaluation).

To conclude, it is difficult for the CUs and CSOs to be sustained after a year's intervention with the GAIT project. However, sustainability and exit strategies that could make these organizations viable were not yet in place.

5. CUs and CSOs participation in local government decision making.

Before the project, at the local level, the communities didn't actively participate in local public decision making about their concerns. The Assembly members who represent them spoke on their behalf at the assembly meetings without having a serious debate at the community level. With GAIT event, although the CUs and the CSOs were not invited to the decision making meetings at the Assembly, they have instrumentally organized the communities to be very active in participating in decision making process at the District Assembly level. They have been able to create a platform through which the concerns and issues of the communities are channeled to the local government. In addition CSOs and communities were able to participate in community meetings' debate with the DA and use advocacy as means to influence participate and or influence public decision making process. An example was the "Domestic violence bill" discussions that has been

taken to the National Assembly for review and was also discussed through the communities' network in Kwabre District. Another issue was the decision on fees fixing in both districts.

CUs and CSOs also advocated the two DA on the priorities concerns of their members and the communities. These concerns included activities such as market infrastructures improvement, water supply, support to "Kente" industry, and support to aged persons in Kwabre district; making contractor to deliver quality work on school and dam construction in Nadowli district; information on access to Poverty alleviation funds loans in both districts. In addition, after a town meeting at Ntonso and Dumanafu, in the Kwabre district, the Assemblymen, traditional authorities and youth groups organized fundraising to support community projects – refurbishment of the Ntonso community center and procurement of bulbs for Dumanafu streetlights (CLUSA quarterly report January to March 2004, and confirmed by the DCE during our evaluation).

So far the CUs and the CSOs have done well in giving the tools to the community to question Government actions and to address its concerns. This approach has improved the beneficiaries' satisfaction about the decision on their issues.

6. District Assembly Responsiveness to CUs and Community issues and needs.

With the implementation of the GAIT project, the relationship between the Local Government (District Assembly) and the CSOs has improved. As the results, the two DA responded to some of the CSOs and communities concerns through the following:

- More access to Poverty Alleviation loans in both districts. (See Table IV on page)
- More transparency on revenue fees collected in both districts (Nadowli DA displays amounts of taxes revenues in front of the Office).
- DA contribution to shea butter processing unit, teacher's court and school toilet construction in Chang village (Nadowli district).
- Scholarships sponsored by the two districts for disadvantaged students (Kwabre district sponsored 20 students to high school).
- Community sanitation activities (trash can) in Kwabre district.
- Road repair at Chang village.
- DA contribution to market infrastructure improvement at Andanwomase (Kwabre district), although support to "Kente industry is not yet satisfied. Upon recognizing the contribution of the Kwabre civic union to the general development of the district, the Kwabre DA has provided a personal computer to help facilitate the administrative work of the civic union (CLUSA quarterly report January to March 2004).
- Information sharing with communities by the Chief Executive on the District activities through public forums (16 communities out of 90 in Kwabre district).

The CSOs and communities reported that the response of the LG to their needs has to be expanded to benefit all communities though direct beneficiaries rated the LG efforts as addressing 2/3 of their requests for support.

IX. CONCLUSIONS.

Although the CLUSA-GAIT intervention is only one and half year in the two districts, Nadowli and Kwabre, it could be deduced that the project had brought some changes in individuals, the CUs, the CSOs and the ordinary citizens whose enlightened demands now made the Assembly functionaries to respect and respond to their needs and demands more transparently than before. The capacity of the CUs and CSOs has been more strengthened and this allows them to perform better than before the project.

What was visible also was the fact that the DA was responsive where it benefited them most. There was public sharing of information on about 90 percent of the Assembly's responsibilities, especially the details of revenue generation and budgetary expenditures.

Although there was evidence of GAIT's positive influences that led to a number of changes, there is the need for GAIT to integrate lessons learnt from phase I into phase II to ensure sustainability when GAIT finally leaves. This position was echoed by all the Stakeholders interviewed.

X. RECOMMENDATIONS.

To USAID/Ghana

- The project should be extended for an additional two years. This project had to do with behavioral change and it takes time to achieve these changes and intended results might not be achieved.
- USAID should continue providing funding for capacity building to strengthen CUs/CSOs participation in decision making and policy formulation.

To Implementer

- Contractor should expand areas of CSO capacity strengthening for replication to include:
 - Advocacy
 - Proposal writing
 - Business management
 - Leadership skills
 - Recordkeeping
- A sustainability and exit strategy should be discussed beforehand with all stakeholders including the CSOs and the DA, should USAID decide to continue this program. This strategy should include: (1) a clear and shared strategic plan; (2) a fund raising plan; (3) an appropriate financial management system; and (4) a

mechanism of involvement of all members in the institution decision making process. In addition, the CSOs should be registered so that they can have the legal recognition of the government and Districts authorities.

- Define the role of the Sub-CUs and CUs. These networks group all types of organizations (from professional to social welfare) which don't have necessarily the same interests. It may be difficult for the CUs or Sub-CUs to handle the growing needs from the CSOs and the communities. There may even be a need to group the different associations by professions and the CUs may be dealing only with policies issues and other big ones in the interest of the communities
- To increase stakeholder ownership of the program, implementer should share program related information including reports and results with stakeholders (DA, CUS and CSOS).
- Stakeholder strategic plans should be reviewed and updated regularly to ensure it is operational.

To District Assembly/Local Government.

- The DA should allocate in its budget, a line item for the support of CUs activities, since it recognizes the support they bring into the DA activities.
- The District Assembly/Local Government should participate in training activities of GAIT in improving technical skills of the CSOs members. Note that people will learn and apply good governance tools when they can lead to socio-economic benefit for them.

XII. LITERATURE REVIEW.

CLUSA. GAIT Final report, February 01, 2003 – July 31, 2004.

Kwesi Appiah and al. Assessment report. “Government Accountability Improves Trust”.
December 8, 2003.

CLUSA. GAIT Quarterly Report: January 01 – March 31, 2004.

Project proposal.

XIII. ANNEXES

Annex A.

Evaluation Scope of Work

Participant Team Name: Ghana Local Government

USAID Project to be Evaluated: Government Accountability Improves Trust (GAIT) Program.	Initial and Final Funding Years: 2000 - 2004
Type Evaluation: _____ Mid-Term <u> X </u> Final _____ <i>Post-Facto/Impact</i>	Purpose and Intended Uses of the Evaluation: To inform DG SO in the preparation management of their new strategy
<p>Brief Description of Project and it's Intended Results: GAIT program has been operational in 10 of Ghana's 110 districts, it was extend for 18 months and the scope widened to cover one additional district in each region.</p> <p>The purpose of the GAIT project is to strengthen the management and the organizational capabilities of civil society organizations to the level where they can be effective partners in local governance and contribute to national policy formulation.</p> <p>The project seeks:</p> <ul style="list-style-type: none"> • To increase citizen participation in local government and policy formulation • Increase Civil Society Organization advocacy to local government • Increase local government responsiveness to citizens. 	
<p>Evaluation Questions:</p> <p>Core Questions for All Teams</p> <ol style="list-style-type: none"> 1. What intended measurable people-level results were realized in the project's target community? 2. Did the Civic Unions/CBO deliver "better" services as a result of the capacity strengthening project and in what way were they "better"?" 3. What aspect(s) of the Civic Union strengthening effort were most important for realizing improvements in Civic Union/CBO services? <p>Additional Project Specific Questions</p> <ol style="list-style-type: none"> 4. What civic union sustainability activities and mechanisms exist after the project? 	

5. How effective were civil society organizations and civic unions in participating in local government decision making?

6. Has the local government been responsive to civic union and community issues and needs?

Evaluation Schedule/Deliverables:

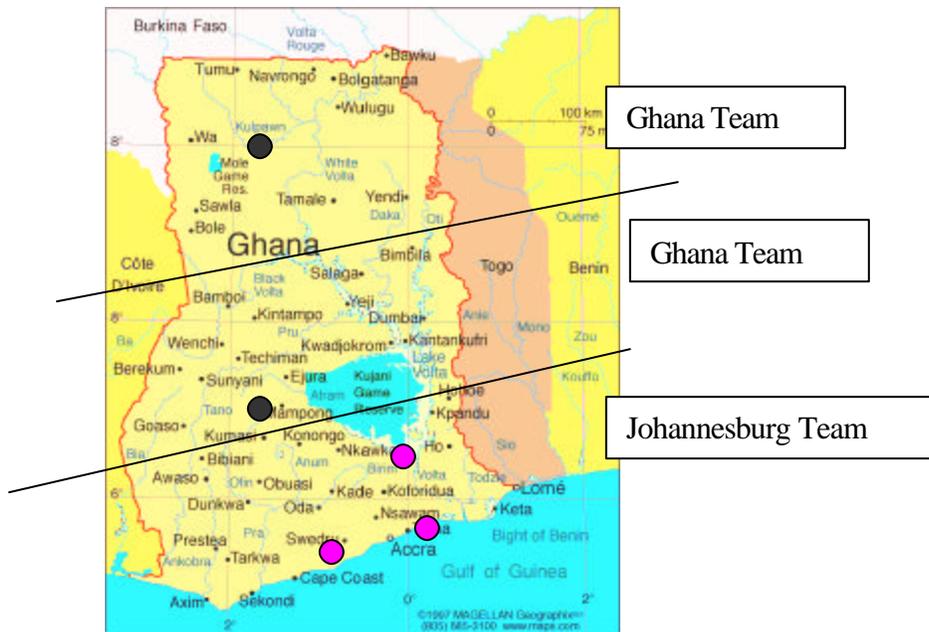
- Evaluation Plan presentations by teams on September 3, 2004
- Field work schedule: From September 27 – October 1, 2004
- Draft evaluation report is due October 13, 2004 by e-mail to mhageboeck@msi-inc.com; richardblue@earthlink.net and jkerley@usaid.gov. Maximum of 20 pages, single spaced, 12 pt plus annexes.
- Oral presentation of evaluation findings, conclusions and recommendations: October 25, 2004
- Final evaluation report is due not later than November 5, 2004 to the MSI trainers and Janet Kerley, AFR/POSE by e-mail.

Evaluation Budget:

Provide a simple list of the resources beyond travel and per diem the team anticipates that it will need to carry out its evaluation, rather than a formal budget.

- One Four-wheel Vehicle
- One ream A4 duplicating paper
- One Laptop Computer
- One GAIT staff to schedule meetings for team
- Stipend for two facilitators for seven days each to assist the evaluators

Summary:



GAIT worked in 20 of the 110 districts in the country. The Ghana Local Government team and the Johannesburg Local Government team are working together to evaluate the Ghana CLUSA project. Both teams think it will be useful to coordinate the evaluation to obtain maximum benefits.

Looking at the Ghana map above, the teams have agreed to stratify the country into three main groups, south, middle zone and north. The coastal regions are more urban, the middle sector semi urban and the northern deprived and rural. Due to the distance between districts and time constraints the Johannesburg team will cover three districts in the southern zone and the Ghana team will cover two districts in the middle and north zones. This implies that 25% of the total number of intervention districts will be covered by both teams. The two teams will collect data during the week of September 27 and will make a decision on how to consolidate the data and findings.

The ideal in a next step would be to compare findings from each group to identify any similarities, hidden variables and interesting success stories. Anyway, we encourage USAID/DG SO team to do that. Results from a recent assessment of the GAIT project reveal that measurement of indicators during implementation was poor. The findings in the assessment report will inform teams on the ambiguity in the existing records available at the project and district levels. Teams will device ways of verifying data and making sense out of existing data. The CTO or/and CLUSA staff will be contacted to get a better understanding of issues that are not clear, better understanding of major differences in the south and north group and project reports will be reviewed to verify information collected.

Most DG project results are descriptive and the team recognizes this. Though quantitative data are conceived a better way of convincing people, the teams will use good structured qualitative data tools to do their data gathering and analysis by looking

out for the situations “before” and “after” the interventions. The change over time will give indications of the results realized.

Annex B. Interview questionnaire

September 2004

**USAID Evaluation Team : Elsie Menorkpor, Yacouba Konaté, Mamadou A. Dembélé,
Edward Soyir-Yariga**

**Evaluation to assess the impact of CLUSA GAIT Program of USAID Ghana in two
selected districts - September 2004**

Small Group Interview Guide - CIVIC UNION/CBO

Good morning/afternoon (*introduction of the evaluation team*). We work for USAID. We are currently conducting an evaluation of the GAIT program for USAID. The participation to this evaluation is voluntary. The information you will be providing us will be very useful for USAID Ghana to improve its future interventions to improve local governance in the country. This discussion will take about one hour. We may also request from you some documents related to this program.

Interview Guide #: _____

IDENTIFICATION		Code
Team member:		
Date		
Time of interview :		
Name Institution:		
Respondents		
A.	F.	
B.	G.	
C.	H.	
D.	I.	
E.	X. Other, _____	
Region:		
District: _____		
Village: _____		
How many villages/neighborhoods have your District?	Number:	

What is the population of the District?

Total Population:

(Interviewer: Request the recent figures and specify related year)

Q #	I – Question I	Code
1	What intended measurable people-level results were realized in the project's target community?	
1.1	Please indicate the results of the program? a. _____ b. _____ c. _____ d. _____	
1.2	Among the above results which ones benefited the citizens the most? A _____ B _____ C _____ D _____ E _____ F _____	
1.3	Please indicate the benefits for women and other disadvantaged groups? a. _____ b. _____ c. _____ d. _____	

1.4	Did you realize similar activities/results before GAIT project? How well did you succeed?	
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Q#	II – Question II	CODE
2	Did the Civic Unions/CBO deliver “better” services as a result of the capacity strengthening project and in what way were they “better?”?	
2.1	<p>How would you compare your performance before and after the strengthening? Please give examples of services delivered before and after?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>	

Q#	III – Question III	CODE
3	What aspect(s) of the Civic Union strengthening effort were most important for realizing improvements in Civic Union/CBO services?	

3.1	<p>Could you tell us the specific reasons of your better performance? What weaknesses were strengthened by the project?</p> <p>Civic Union:</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p> <p>CBO :</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
3.2	<p>Who benefited from these services? The CSO members? The Community?</p>	

Q#	IV – Question IV	CODE
4	<p>What civic union sustainability activities and mechanisms exist after the project?</p> <p>Index:</p> <ul style="list-style-type: none"> - CU has a strategic plan and that is being implemented - CU has a sound financial management system - CU has fund raising plan and that is being implemented - CU involved its members in needs assessment, activity planning and implementation 	

4.1	<p>Which one of the activities/mechanisms have you effectively been using/ implementing?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
4.2	<p>What has been the impact of these activities on your organization?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
4.3	<p>Do you think that your organization has a good cohesion among its members? Why so?</p>	

Q# V	QUESTION V	
5	<p>How effective were civil society organizations and civic unions in participating in local government decision making?</p> <p>0. Not effective 1. Somewhat effective 2. Very effective</p>	
5.1	<p>What were the mechanisms they use in participating in local public decision?</p> <p>-Public hearings _____</p> <p>-Town meetings _____</p> <p>- Joint commissions _____</p> <p>- Other _____</p>	
5.2	<p>What public policies have the CSOs and CU influenced/affected as a result of their advocacy activities?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	

5.3	<p>How many development issues/activities have CSOs and CU participated and/or advanced?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
5.4	<p>What have been the benefits of these activities to the community?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
5.5	<p>What have been the benefits for women and other disadvantaged groups?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
5.6	<p>Do you think advocacy is an efficient means to increase civil society political participation?</p> <p>0. Advocacy is not an efficient mean. 1. Advocacy is an efficient mean. 2. There are other more efficient means.</p>	
Q# VI	Question VI	
6	<p>Has the local government been responsive to civic union and community issues and needs?</p> <p>0. Not responsive 1. Somewhat responsive 2. Responsive</p>	
6.1	<p>What were the specific issues and needs the local Government has been responsive to? (give facts)</p> <p>0. Education 1. Health 2. Environment 3. Other (Specify)</p>	

6.2	Have CU and Citizen access to public information?	
	0, No access to public information 1, Had access to some information 2. Had full access to public information	
6.3	What types of information was available to citizens? <ul style="list-style-type: none"> - District budget - District development plan - Financial reports - Town meeting resolutions - Other 	
6.4		
	End of interview: Time: _____	
	Thank you very much. Your answers will be very useful for USAID Ghana. [Interviewer: Please note all the observations that seem to you very important and also note all the comments provided voluntarily by the interviewees. If you use a separate sheet, please indicate the question number.]	

September 2004

**USAID Evaluation Team : Elsie Menorkpor, Yacouba Konaté, Mamadou A. Dembélé,
Edward Soyir-Yariga**

**Evaluation to assess the impact of CLUSA GAIT Program of USAID Ghana in two
selected districts - September 2004**

Small Group interview Guide - Local Government

Good morning/afternoon (*introduction of the evaluation team*). We work for USAID. We are currently conducting an evaluation of the GAIT program for USAID. The participation to this evaluation is voluntary. The information you will be providing us will be very useful for USAID Ghana to improve its future interventions to improve local governance in the country. This discussion will take about one hour. We may also request from you some documents related to this program.

Questionnaire #: _____

IDENTIFICATION		Code
Team member:		
Date		
Time of interview :		
Name Institution:		
Respondents		
A.	F.	
B.	G.	
C.	H.	
D.	I.	
E.	X. Other, _____	
Region:		
District: _____		
Village: _____		
How many villages/neighborhoods have your District?	Number:	

<p>What is the population of the District? Total Population: (Interviewer: Request the recent figures and specify related year)</p>	
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Q #	I – Question I	Code
1	What intended measurable people-level results were realized in the project’s target community?	
1.1	Please indicate the results of the program? a. _____ b. _____ c. _____ d. _____	
1.2	Among the above results which ones benefited the citizens the most? A _____ B _____ C _____ D _____ E _____ F _____	
1.3	Please indicate the benefits for women and other disadvantaged groups? a. _____ b. _____ c. _____ d. _____	

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Q#	II – Question II	CODE
2	<p>Did the Civic Unions/CBO deliver “better” services as a result of the capacity strengthening project and in what way were they “better?”?</p>	
2.1	<p>Please indicate the nature of services that they have delivered?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p> <p>_____</p> <p>_____</p> <p>_____</p> <p>_____</p>	
2.2	<p>Would you say that the services delivered were better than before? If so, what could be the reasons? (Capacity strengthening?).</p>	
2.3	<p>What specific areas of service delivery were they better performing?</p>	

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Q#	III – Question III	CODE
3	<p>What aspect(s) of the Civic Union strengthening effort were most important for realizing improvements in Civic Union/CBO services?</p> <p>Civic Union:</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p> <p>CSO</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	

Q#	IV – Question IV	CODE
4	<p>What civic union sustainability activities and mechanisms exist after the project?</p>	
4.1	<p>Which one of the activities/mechanisms have the CUs effectively been using/ implementing?</p>	

	A _____ B _____ C _____ D _____ E _____ F _____	
4.2	Do you think that the CU or CSO activities for the community will be sustained without the project support? If so, Please explain?	
4.3	What has been the impact of these activities on their organization? A _____ B _____ C _____ D _____ E _____ F _____	

Q# V	QUESTION V	
5	How effective were civil society organizations and civic unions in participating in local government decision making?	
5.1	What were the mechanisms they use in participating in local public decision? - Public hearings _____ - Town meetings _____ - Joint commissions _____	

	- Other _____	
5.2	<p>What have been the benefits of these activities for the community? For women and other disadvantaged groups?</p> <p>A _____</p> <p>B _____</p> <p>C _____</p> <p>D _____</p> <p>E _____</p> <p>F _____</p>	
Q# VI	Question VI	
6	Has the local government been responsive to civic union and community issues and needs?	
6.1	<p>What were the specific issues and needs the local Government has been responsive? (give facts)</p> <p>0. Education 1. Health 2. Environment 3. Other (Specify)</p>	
6.2	Had CU and Citizen access to public information?	
6.3	<p>What types of information was available to citizens?</p> <ul style="list-style-type: none"> - District budget - District development plan - Financial reports 	

	<ul style="list-style-type: none"> - Town meeting resolutions - Other 	
	End of interview: Time: _____	
	<p>Thank you very much. Your answer will be very useful for USAID Ghana.</p> <p>[Interviewer: Please note all the observations that seem to you very important and also note all the comments provided voluntarily by the interviewees. If you use a separate sheet, please indicate the question number.]</p>	

Annex C. Questions and Answer Matrix.

Question & Answer Approach Worksheets – Ghana Course

Program or Activity: Ghana Local Government **Participant Team**
Members: Elsie Menorkpor Augustine M. Dembele, Yacouba Konate

Evaluation Question	Form of the Answer²	Relevant Criteria³	Sources of Information⁴	Methods for Collecting Data⁵
Questions for All Teams				
1. What intended measurable people-level results were realized in the project’s target community?	Yes/No Descriptive	3 sources Representative of group	Civic Unions, District Assemblies, USAID Reports, Civil Society Organizations, Key Informants.	Document review, Group interviews, Focus Group Discussion
2. Did the Civic Unions/CBO deliver “better” services as a result of the capacity strengthening project and in what way were they “better?”?	Comparison Cause and effect	2 Sources Type of service and quality of service	District Assemblies Reports and records, Civic Society Org., Civic Union records, Community Members,	Document review, Group/community interviews,
3. What aspect(s) of the Civic Union strengthening effort were most important for realizing improvements in Civic Union/CBO services?	Ranking Evidence for ranking Success Stories	2 Sources Issues and needs # of issues and needs addressed	District Assemblies Reports and records, Community Members, Civic Society Org records, USAID GAIT Assessment Report.	Document review, Group interviews, Focus group discussion.
Project Specific Questions				
4. What civic union sustainability activities and mechanisms exist	Descriptive Ranking	List of regular activities, benefits and	Civic Unions, District Assemblies and Civic Society	Document review, Group interviews, Focus group

Evaluation Question	Form of the Answer²	Relevant Criteria³	Sources of Information⁴	Methods for Collecting Data⁵
after the project?		percentages of resources mobilized	Org records, community members.	discussion.
5. How effective were civil society organizations and civic unions in participating in local government decision making?	Cause and effect Descriptive	Success Stories # of decisions influenced	Civic Unions, District Assemblies, Civic Society Org, community members.	Document review, Group interviews, Focus group discussion.
6. How has the local government been responsive to civic union and community issues and needs?	Yes/No Ranking Descriptive	Presented by issues and needs #of issues addressed	Civic Unions, District Assemblies, Civic Society Org records, community members.	Document review, Group interviews, Focus group discussion.

¹ Description, Yes/No, Comparison (before-after, with-without intervention), test of Cause-and-Effect Relationship

¹ Accuracy (likelihood that the answer is correct, usually expressed as a percent); representativeness (whether answers are expected to be true for a larger population that actually studied); disaggregation (gender; location; age; income level; ethnicity)

¹ Existing data that can be accessed and used; sources from which primary data must be collected to answer the question

¹ Specific technique(s) to be used to gather data from secondary or primary data sources.

¹ Specific techniques to be used to organize and interpret raw data, e.g., content analysis of narrative data, frequency & percentage distributions, cross-tabulations, ratios, central tendency (mean, median mode), tests of means, correlation, regression

Annex D: Field Visit Schedule

M&E TRAINING FIELD WORK SCHEDULE FROM SEPTEMBER 26 TO OCT 2,2004

DATE	DEPART	TIME	DESTINATION	TIME	ACTIVITY	DURATION
26-Sep-04	Accra	6.30am	Wa	6.00pm	Transit	-
27-Sep-04	Wa	7.30am	Nadowli	8.30am	Travel time	1 hour
27-Sep-04	Nadowli	9.00am	Nadowli	11.00am	Hold meeting with DA	2 hours
27-Sep-04	Nadowli	11.30am	Nadowli	1.30pm	Hold meeting with CSO	2 hours
27-Sep-04	Nadowli	2.00pm	Nadowli	4.00pm	Hold meeting with other org.	2 hours
27-Sep-04	Nadowli	5.00pm	Wa	6.00pm	Travel time	1 hour
28-Sep-04	Wa	7.30am	Nadowli	8.30am	Travel time	1 hour
28-Sep-04	Nadowli	9.00am	Nadowli	11.00am	Hold meeting with CSO	2 hours
28-Sep-04	Nadowli	11.30am	Nadowli	1.30pm	Hold meeting with community people	2 hours
28-Sep-04	Nadowli	2.00pm	Kumasi	8.00pm	Travel time	6 hours
29-Sep-04	Kumasi	7.00am	Kwabre	8.30.00am	Travel time	1.30 hours
29-Sep-04	Kwabre	9.00am	Kwabre	11.00am	Hold meeting with CSO	2 hours
29-Sep-04	Kwabre	2.00pm	Kwabre	4.00pm	Hold meeting with DA	2 hours
30-Sep-04	Kwabre	8.00pm	Kwabre	10.30am	Hold meeting with community people	2.30 hours
30-Sep-04	Kwabre	12.00am	Accra	5.00pm	Travel time	5 hours
01-Oct-04	Accra	10.00am	Hotel	4.00pm	Discuss findings	6 hours
02-Oct-04	Accra	Morning	Hotel	Morning	Analysis/report...	end noon
03-Oct-04	Travel to Mali					

Annex E. Annex E: List of Communities Visited and People Interviewed

Kwabre District

List of District Assembly Staff Interviewed

Name	Position
1. Alhaji Kwasi Yeboah	District Chief executive
2. E. Frimpong Manso	District Coordination Director
3. Henry Minnow	District Budget Officer
4. S. A. Larbi	District Finance Officer
5. Angelina Adu	ALGI
6. E. Amponsah	Revenue Superintendent

Nadowli District

List of District Assembly Staff Interviewed

Name	Position
1. Paulina Ninkpeng	District Chief Executive
2. Martin Dassah	District Coordinating Director
3. Gordon Domayeale	Deputy District Coordinating Director
4. Kizito Kuubabang	Hon. Assembly Member & Chairman of Finance and Administration Sub-Committee
5. Blandina Domapielle	Hon. Assembly Member
6. Yacinta Gyaang	Hon. Assembly Member

Annex F: Introduction Letter to District Education and Community Officials.

DA officials Representation at Training Programs

Training Programs	Designation
Citizen Participation in Local Government (CPLG)	PMs, F&A, Social Services, Works sub-committees chairpersons, AMs; DBOs, DPOs, DCDs, DDCDs, LGIs; Directors of Education, Health, Agriculture, Engineering and NCCE
Participatory Planning and Budgeting	DBOs, DPOs, F&A chairpersons
Financial Resources Mobilization	DFOs, DBOs, LGIs
Quality Service Improvement	Works sub-committees chairpersons, DCDs
Service Contract Management and Privatization	DCDs, PMs, DPOs, District Engineers
Financial Management Skills	DFOs, DBOs, F&A chairpersons