

APPENDIX F. BASELINE REPORT – INSTITUTIONAL ANALYSIS OF THE BUILSA DISTRICTS

Institutional Analysis of the Builsa Districts
**EXTERNAL IMPACT EVALUATION OF THE
MILLENNIUM VILLAGES PROJECT,
NORTHERN GHANA**

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Results in development

Table of Contents

Acronyms	219
1. Qualitative Baseline Institutional Assessment at the District Level – Builsa Districts	220
1.1 Introduction	220
1.2 Organisation of the Study	220
2. Baseline Study with the District Administration of the Builsa North and South Districts	221
2.1 Involvement of District Leadership/Administration in Decision-Making in the MVP.....	221
2.2 The District Administration’s Contribution to the MVP.....	223
2.3 Cost-Effectiveness and Sustainability of the MVP	223
2.4 Anticipated Impacts of the MVP	224
3. Baseline Study with Representatives of Departments and Agencies of the Builsa North and South Districts	226
3.1 Involvement of the Departments and Agencies in Decision-Making in the MVP.....	226
3.2 Contribution of Districts’ Departments to the MVP	229
3.3 Cost-Effectiveness and Sustainability of the MVP	230
3.4 Anticipated Impacts of the MVP	230
4. The Human and Financial Status of Key Departments in the Districts at the Start of the MVP	232
Annex 1. Information provided by the departments of health, education, and food and agriculture	234
Annex 2. Questions for the baseline qualitative study at the district level.....	237

List of Tables

Table 1: Roles and Responsibilities of some district administration staff in the MVP	221
Table 2: Level of involvement of district administration in current donor-assisted projects in the district	223
Table 3: Roles and Responsibilities of Departments in the MVP.....	226
Table 4: Level of involvement of departments in current donor-assisted projects in the district	228
Table 5: The financial and human resources of Government Departments in Builsa North and South .	232

Acronyms

AEAs	Agricultural Extension Approaches
BECE	Basic Education Certificate Examination
CAMFED	Campaign for Female Education
CHPS	Community-based Health Planning Services
CLTS	Community Led Total Sanitation
CWSA	Community Water and Sanitation Agency
DA	District Assembly
DACF	District Assembly Common Fund
DANIDA	Danish International Development Agency
DCD	District Coordinating Director
DCE	District Chief Executive
DFID	Department for International Development
DSW	Department of Social Welfare
DWAP	District-Wide Assistance Project
EPI	Expanded Programme on Immunisation
FBO	Farmer-Based Organisation
GES	Ghana Education Service
GHS	Ghana Health Service
GoG	Government of Ghana
GSOP	Ghana Social Opportunities Project
GWCL	Ghana Water Company Limited
IFAD	International Fund for Agricultural Development
KG	Kindergarten
MOFA	Ministry of Food and Agriculture
MVP	Millennium Villages Project
NGO	Non-Governmental Organisation
NHIS	National Health Insurance Scheme
PDA	Participatory Development Associates Ltd
PPLG	Participatory Program in Local Government
SADA	Savannah Accelerated Development Authority
SHS	Senior High School
SRWSP	Sustainable Rural Water and Sanitation Project
UNICEF	United Nations Children’s Fund
WAAP	West Africa Agriculture Productivity Program
WFP	World Food Program

1. Qualitative Baseline Institutional Assessment at the District Level – Builsa Districts

1.1 Introduction

Sustaining the investment into the Millennium Villages Project (MVP) communities at the end of the project depends on institutional arrangements at various levels: national, regional, district, and community. For this reason, it is important to understand the institutional, financial, and governance arrangements that have been put in place for the management and implementation of the MVP and to track their effectiveness over the implementation period. It is also important to understand how the relationships between institutions/organisations at various levels have evolved as a result of the project and why. It was for this reason that this baseline study was undertaken.

The study was undertaken by Participatory Development Associates (PDA) Ltd, led by Tony Dogbe with the assistance of Beatrice Sarpong, also of PDA. It was conducted on 16 November 2012, at the tail end of a nationwide strike by the staff of the Local Government Service. The team was scheduled to meet the staff of the West Mamprusi and the newly created Mamprugu-Moaduri Districts the previous day, 15 November, but this was cancelled because most of the staff were not available due to the strike. However, the staff of Builsa North and South Districts were willing to meet the team.

The objective of the study was to document:

- The level of involvement of district institutions and actors in the decision-making process of projects like the MVP and what they know about the MVP
- Contributions of the districts and their departments to projects like the MVP
- The perspectives of these district actors and what they think makes projects like the MVP cost-effective and sustainable
- Expectations of these district actors of the MVP and the possible impact at district and community levels

1.2 Organisation of the Study

At the start of the MVP in the Savannah Accelerated Development Authority (SADA) area at the beginning of 2012 there were two districts. Over the course of 2012, they were both split into two, making a total of four districts. At the time of the study, some staff for the two new districts had been recruited but did not have functioning offices and the majority were new to the region. As most of the engagement between the SADA MVP and the district officials had been with the staff of the old districts, the District Coordinating Director, the District Planning Officer, and the District Budget Officer thought it best to bring the staff of the two districts together for a focus group discussion. This was because in the two Builsa districts all the MVP communities were in the newly created Builsa South District. For this reason, in the case of Builsa, subsequent studies of the impact of the MVP on district-level institutions in years three and five would be mostly felt in Builsa South. It was therefore important that, for this baseline study, the newly recruited staff of Builsa South were present to hear from the staff of Builsa North on how the project had been designed and their involvement to date compared to other projects being implemented in the district.

Furthermore, the core staff of the district administration, namely, the District Chief Executive, the District Planning Officer, the District Finance Officer, the District Budget Officer, etc., play different roles from the heads of departments and agencies in the district and therefore experience projects like the MVP differently. For this reason, the study team met with the two groups separately.

2. Baseline Study with the District Administration of the Builsa North and South Districts

2.1 Involvement of District Leadership/Administration in Decision-Making in the MVP

According to the District Chief Executive (DCE) of the Builsa North District (the DCE of Builsa South was not present), the focal person for the MVP is the Planning Officer, who is assisted by the Budget Officer. Also, the Internal Audit Unit has some level of responsibility in MVP. The roles and responsibilities of some Builsa District administration staff in the MVP as they are perceived are in Table 1.

Table 1. Roles and responsibilities of some District Administration Staff in the MVP

District Planning Officer

- Provide secondary data to the MVP office
- Liaise with the concerned decentralised departments in the district (e.g. health, education, and agriculture)
- Liaise with external bodies that need information or data regarding the MVP
- Assist in organising MVP related workshops and trainings in the district
- Assist all external evaluators that require information or data

District Budget Officer

- Ensure that resources are effectively and efficiently allocated to the intended beneficiaries or communities
- Translate the plan of action developed by the Planning Officer into quantitative analysis
- Make decisions with respect to the implementation of the MVP

Internal Audit Unit (Builsa South)

- Ensure that the MVP encompasses all deprived communities so that needed support can be allocated to them efficiently
- Establish a platform where members of the communities can express their challenges which can in turn be addressed by the MVP
- Help distribute resources to the rightful beneficiaries
- Ensure that the goals of the MVP are achieved

Internal Auditor (Builsa North)

- Monitor the overall performance of the MVP in terms of its efficiency and effectiveness
- Ensure the judicious use of the resources provided by the MVP
- Ensure that the activities carried out under the MVP are in line with the guidelines, laws, rules, and regulations governing the implementation of the project

With regards to what they know about the MVP, they said the rationale behind the MVP is that by providing resources like farming inputs, proper health delivery, improving access to clean water, sanitation, education, food production, and by focusing on environment sustainability that extreme poverty will end. The MVP seeks to provide a holistic package of interventions to keep villages out of extreme poverty and also meet the Millennium Development Goals.

According to the administration staff, some departments were provided with the MVP documents whilst others in the central administration obtained information about the project through workshops attended at the Amansie-West District Assembly in the Ashanti Region. The departments are updated periodically on the progress of MVP implementation by the District Planning Officer.

According to the Budget Officer, the leadership of the district, particularly the DCE and District Coordinating Director (DCD), were involved in the formulation and design of the MVP. The DCD indicated that he was shown the design of the project during a workshop at the Amansie-West District and given the opportunity to have input and comment on the project. However, according to the DCE, as they were only informed of the design of the project during the workshop, they were not aware of the project's implementation phase.

The DCE and DCD approved of the project design and intervention areas. A workshop was organised where agencies and departments met to discuss the provision of services and facilities to ascertain what were deemed community and district priorities. However, they disapproved of the selection of the beneficiary communities. The MVP team selected the beneficiary communities without consulting the leadership of the District Assembly. Upon several inferences to the selected communities in meetings by the MVP team, the DCE said he requested a copy of the list. He reviewed the list of communities with the MVP team and some of the communities were removed. However, he did not receive any feedback regarding the final list of communities that were approved.

According to the Internal Auditor of Builsa North, the selection of the beneficiary communities was done using the poverty profile of the district. He indicated that this profile has not been reviewed in a long while. As such, the situation of some of the communities had changed and hence the communities might not fully benefit from interventions targeted at them.

The central administration of the district was unhappy with the implementation phase of the project. In their view, the MVP has its own organisational structure which does not involve the District Assembly in decision-making processes. They indicated that their level of involvement has been limited and felt that some staff were even unaware that fertilisers had been distributed. With the distribution of the fertiliser, the DCE was phoned to witness the handover. Also, because the administration was only marginally involved in the implementation of the project, scheduling for use of the District Assembly Hall for workshops and meetings by the MVP sometimes clashes with other district activities, which also require the hall. The group suggested that the DCE and DCD be actively involved in the implementation of the project.

The District Planning Officer was not available at the time of the focus group discussion at the district and was therefore interviewed separately. He explained that he is not directly involved in the implementation, monitoring, and evaluation of the project because from the start they were told the MVP secretariat would be in charge of the implementation through the decentralised departments. However, he participated in the initial feasibility studies in 2010 when various teams from SADA, Columbia University, the MVP office in Mali, the UK Department for International Development (DFID), etc. visited the district and toured the communities. He also had input in the process in selecting the beneficiary communities, and participated in validation of the final selection of the communities.

To get a sense of the involvement of the district leadership in other current donor-assisted projects to compare with the MVP in subsequent studies, the staff of the administrative arm of the district were asked to list the current projects and rank their involvement in design, implementation, monitoring, and evaluation on a scale of 1 (low) to 10 (high). The outcome is reflected in Table 2 and the explanation follows.

Table 2. Level of involvement of District Administration in current donor-assisted projects in the district

Project	Design	Implementation	Monitoring	Evaluation
District Wide Assistant Project (DWAP)	10	10	9	4
Sustainable Rural Water and Sanitation Project (SRWSP)	10	10	9	4
Ghana Social Opportunities Project (G-SOP)	10	10	9	4
Participatory Program in Local Government (PPLG)	10	10	9	4

They explained that all four projects scored a 10 on the design and implementation phases because the District Assembly decided which projects to undertake. They then developed and implemented these projects. They also indicated that the donors understand the District Assembly concept and involved them heavily in the design and implementation. As a decentralised body, the District Assembly has the duty to take initiatives on programmes and projects needed for district development. The monitoring and evaluation stages of the various projects scored 9 and 4, respectively. This was because evaluation of the projects was mainly undertaken by the donors to examine the outcome of the project and to further draw lessons for future project implementation. In addition, the donors had to ensure that funds were used judiciously and channelled to the right activities.

2.2 The District Administration's Contribution to the MVP

The District Administration contributes personnel and logistics in the form of a vehicle and the assembly hall hire when needed by the MVP. The District Assembly has allocated personnel within the various departments to represent it with regard to the MVP. The Budget Officer and DCD said that when the personnel go for meetings and to the communities to monitor the MVP activities they use District Assembly vehicles. Also, the MVP team uses the District Assembly hall for its meetings. The team also assists in the dissemination of information by distributing letters from MVP to the departments.

With regard to whether the central government's overall resource allocation to the district has changed over the past year or if they envisage this happening, the DCD felt that there have been changes in the allocation of financial resources to the assembly. For instance, District Assembly Common Fund (DACF) funding has reduced since some of the district's responsibilities, in terms of the provision of facilities and services, will lessen with the creation of the Builsa South District. It is envisaged that government commitments will also change with respect to the provision of facilities to the district. The District Administration staff felt that it is going to be difficult to request financial resources from the government to undertake projects because of the provision of such services and facilities by the MVP.

As for who decides on the resource allocation to beneficiary communities, the staff felt that since government is operating a decentralised system, any intervention targeted at a community must be channelled through the District Assembly to bring a sense of ownership within the Assembly and communities. However, currently the MVP Secretariat and SADA make these decisions when it comes to the MVP. Ideally, an exit strategy needs to be in place for project donors so that the developments undertaken in the communities do not collapse when the project ends.

With regard to sustainability of MVP investments in the communities, the staff said the Assembly has a maintenance plan and facilities management operation that deals with actual repairs and the resources needed to perform routine maintenance.

2.3 Cost-Effectiveness and Sustainability of the MVP

Since cost-effectiveness and sustainability are critical to any project, the team considered it relevant to get the perspectives of the district actors and what they think makes projects like the MVP cost-effective and sustainable. The District Administration noted that sustaining projects is often a challenge because most

projects do not have existing strategies or plans for longevity. The DCE believes that the projects should not rely entirely on donor funds but that the community members themselves should be encouraged to make some financial commitments in order to sustain the project. He gave the ambulance service and sustainable water project as examples. He indicated that if community members used the ambulance without charge, it would be difficult to maintain the vehicle or acquire new ones when the project ended. In contrast, the Sustainable Rural Water and Sanitation Project (SRWSP) was cost-effective and sustainable. The SRWSP provided the communities with one of their most basic needs.

Additionally, there was a component under this project dedicated to building the capacities of the community members. For instance, the training of the Water and Sanitation (WATSAN) committees equipped the community members with the knowledge and skills on how to maintain the boreholes for maximum benefit to the community. This has reduced the rate at which people call on the Assembly for borehole maintenance. The assembly is only called upon for assistance when there are major faults with the facility. Also, leadership and managerial skills were taught to the WATSAN committee members. Due to the training, the committee is now able to manage the funds it accrues from contributions of users of the facility. In their opinion, a cost-effective and sustainable project is the District-Wide Assistance Project (DWAP), however they did not elaborate on the project's details.

Furthermore, the DCD mentioned that if the MVP team does not involve the District Assembly actively in the project, it will be difficult to sustain it since they might have little or no knowledge of how they operate.

2.4 Anticipated Impacts of the MVP

According to the district administration, the impacts they anticipate the MVP will have on the district institutions, departments, and beneficiary communities are the following:

2.4.1 Beneficiary Communities

- Improved service delivery in the communities
- Increased productivity due to improved health
- Reduction in poverty levels as income levels increase
- Improved standards of living due to improved productivity
- Increased school enrolment levels as parents can afford to send their children to school and pay for other educational expenses
- Increased awareness about the practises that hamper the health and development of people

2.4.2 District

- Reducing pressure on the District Assembly to provide facilities and services to the communities
- Channelling district resources to the non-beneficiary communities
- Learning from the success stories of the MVP and replicating best practises in other communities
- Improving infrastructural facilities in the district

2.4.3 Departments

- The trainings organised by the MVP will enhance the capacities of department personnel
- Improved service delivery as personnel will be supplied with equipment such as motorbikes and computers

3. Baseline Study with Representatives of Departments and Agencies of the Builsa North and South Districts

3.1 Involvement of the Departments and Agencies in Decision-Making in the MVP

Nine out of 13 representatives of the various government departments and agencies present at the meeting were completely unaware of the MVP and did not have copies of the project document. The departments that were identified as having roles within the MVP included the cooperative, agriculture, works, and Ghana Education Service (GES). The roles and responsibilities of these departments in the MVP are listed in Table 3.

Table 3. Roles and responsibilities of departments in the MVP

Cooperative Department

- Locate or make contact with the MVP communities and form farmer-based organisations (FBOs)
- Sensitise the groups on group dynamics and introduce them to a financial institution; open bank accounts for them
- Assist the group to register and be certified as a legal entity under the department

Agriculture Department

- Provide extension services to farmers in the communities

Works Department

- Supervise the construction of classroom blocks and other infrastructural facilities such as roads
- Monitor and oversee construction projects
- Assist in designing and drawing up plans for construction projects

Ghana Education Service

- Ensure that teaching and learning is effective

In terms of their involvement, some of the representatives of the departments and agencies said they were shown the MVP design during a meeting in Fumbisi, in the Builsa South District. According to them, the MVP team elaborated on objectives and the various components of the project. The representatives of the various departments were allowed to review the MVP to ensure that the projects implemented are aligned with the development plan of the district.

In addition, according to the representative of the Health Department, they assisted in training volunteers for the project. Some of the training focused on administering basic medication at the community level in order to reduce the pressure on district health facilities.

The Health Department is enthusiastic about the prospects for improvement in health delivery in the district. The provision of ambulance services will enable people from far away communities to access hospitals especially during emergencies, thereby reducing fatalities in the district. Also, the project involves enrolling people in the National Health Insurance Scheme (NHIS) as well as renewing membership. This will make healthcare more accessible and affordable, especially for pregnant women. The representative of the district office of the GES said they are satisfied with the project's plans to provide educational facilities such as

classroom blocks with toilets, solar lights, other educational equipment like laptops, and ICT training. These facilities will enhance the capacity of teachers to educate effectively. Children in turn can access resources and materials needed to enhance the quality of learning.

The departments were however dissatisfied with the following components of the project design:

- The Health Department was not happy that the Health Centres were not included for support because they are critical in the health delivery system, serving as referral points.
- In general, they were not happy that some communities near the MVP communities were not selected and they now have to explain the reason to these communities.

The institutional arrangements in place for the departments to participate in decisions relating to the MVP include:

- **Personnel.** Each department has a focal person participating in the activities of the MVP. For instance, the Agricultural Department has a desk officer at the district office who is responsible for the MVP and there are agricultural extension agents (AEAs) in the field. AEAs can provide extension services and technical advice to the farmers on good farming practises to enhance productivity. Also, staff members of some departments are appointed to attend meetings and training related to their units. For example, the Director for Works under the GES attends meetings related to education and the Budget Office prepares budgets relating to the MVP.
- **Periodic meetings.** MVP meetings are organised with the focal people or representatives of the departments. They are usually held on a quarterly basis to update the representatives of the departments on the progress of the projects.

These enable the departments to make inputs into decisions related to the MVP communities. For instance, the Ministry of Food and Agriculture (MOFA) identified local input dealers to serve as agents for the sale and distribution of fertilisers and to assess farmers willingness to work and pay back loaned inputs. MOFA again identified community structures that could be rehabilitated for warehousing. They also assisted in the distribution of motorbikes. The Health Department identified volunteers and gave input into the training content for volunteers.

The participants indicated that the MVP team undertakes certain activities in the communities without involving the departments. For example, the representative of the Health Department indicated that the distribution of bed nets was done without involving her department.

Regarding the issue of sustainability, according to the MOFA representatives, some training has been instituted to develop the community-based groups. In their view, if the groups put the knowledge they will acquire from training into practise, then the projects can be sustained. Also, sustainability of the projects can be reinforced if the community members and departments are heavily involved in the project and see it as their own. Further, the Environmental, Health, and Sanitation Department mentioned that if natural leader groups are formed and trained on the concept of sustainability, the groups will be able to maintain and sustain the projects.

To get a sense of the involvement of the various departments in other donor-assisted projects for comparison with MVP in subsequent studies, the representatives of the departments in the two districts were asked to list the current donor-assisted projects in their departments and rank their involvement in the design, implementation, monitoring, and evaluation on a scale of 1 (low) to 10 (high). The outcome is reflected in Table 4.

Table 4: Level of involvement of departments in current donor-assisted projects in the district

Departments	Projects	Design	Implementation	Monitoring	Evaluation
Community Development	Child Rights Promotion and Protection (UNICEF)	10	10	8	8
	Re-bagging of iodised salt and food fortification (World Food Program – WFP)	8	10	10	8
Health	UNICEF – Expanded Programme on Immunisation (EPI)	4	8	9	
	Global Fund – Expanded Programme on Immunisation (EPI)	5	9	9	
	GEHIP – EPI	4	8	9	
Works	GSOP – Ghana Social Opportunity Project (construction of classroom blocks, dams, and tree planting)	10	10	9	8
	CWSA – DANIDA sponsored projects – boreholes, extension of GWCL water to communities, health and sanitation	9	9	10	9
Environmental Health and Sanitation Unit	UNICEF – Sensitised selected Community-Led Total Sanitation (CLTS) communities	8	8	10	10
Social Welfare	Child Rights Promotion and Protection	10	10	9	9
	Livelihood Empowerment Against Poverty (GoG/World Bank)	10	10	8	8
GES	DFIS	8	6	5	5
	CAMFED – Girl	4	1	1	1
	UNICEF – Promote effective teaching and learning in Maths, Science at Basic level of education (KG and P1 – P3 classes)	5	0	0	0
MOFA	Rice subsector support (French Embassy)	7	7	3	3
	Northern Rural Growth Programme (IFAD)	7	4	4	4
	West Africa Agriculture Productivity Program (WAAP)	3	3	3	3
	Sustainable Land and Water Management Project	6	1	1	1

Most of the departments pointed out that projects undertaken at the district level are usually designed, implemented, and monitored internally.

Representatives of the Community Development and Social Welfare Departments indicated that where the departments designed and implemented the projects mentioned above, they were given a score of 10. On the other hand, monitoring and evaluation of the projects are normally a collaboration between departments and donor agencies to assess the projects' efficiency and effectiveness.

However, the projects implemented by the Health Department are designed by the regional and national offices and this was reflected in the scores of four and five for design. These projects are implemented and monitored by the Health Department at the district level and scored eight and nine, respectively. Also, according to the representative of MOFA, the district department was not involved in designing some of the projects they implemented. For instance, the district was not involved in the design of the West Africa Agriculture Productivity Program (WAAP). Also, the district did not receive funds promptly from the donors to implement the project. Monitoring and evaluation of the project was done once a year, hence the score of three for each of the stages – the design, implementation, monitoring, and evaluation of the project.

3.2 Contribution of Districts' Departments to the MVP

The various forms in which the departments contribute to the MVP include the following:

- **Personnel:** All the departments (GES, Health, MOFA, Environment, Cooperative and the Community Development, etc.) currently involved in the MVP contribute staff to undertake various activities under the project. For example, GES contributed staff to participate in the baseline data collection for the project. Circuit supervisors from GES are also likely to be monitoring education outcomes in the MVP. In addition, staff members from the Health Department are in charge of the disease control and Community-based Health Planning and Services (CHPS) compound under the health components of the project. Some of the personnel are also involved in training and sensitisation of community members on modules like Child Rights Promotion and Protection.
- **Logistics:** The departments also provide motorbikes for staff members to be used for MVP training and sensitisation programmes. However, fuel for the motorbikes is usually provided by the MVP.

With regard to sustainability of the MVP in the beneficiary communities, the view was that it can be enhanced by:

- Effectively monitoring the projects to ensure that interventions get to the targeted communities
- Charging user fees on some services or facilities provided under the project so that funds can be recouped and invested in other projects
- Ownership of the projects: this can be enhanced by actively involving the stakeholders such as the beneficiary communities, departments, and institutions in the design and implementation of the projects. Also, the District Assembly sub-structures like the Area Councils can play a role in the maintenance and management of these projects
- Culture of maintenance: measures need to be put in place to ensure that the facilities provided are properly maintained. For example, some built-in user fees can be incorporated into the ambulance services to generate revenue to maintain the vehicles and acquire new ones
- Sensitising people on the need to sustain these projects and project benefits
- Building solid and durable physical structures like schools and clinics that can endure over the years. Thus, materials used for the construction of the facilities must be of good quality

3.3 Cost-Effectiveness and Sustainability of the MVP

According to the department representatives, cost-effective projects implemented at the community level include:

- For health, training volunteers to administer simple medications to patients thereby saving travel time and the time patients spend at health centres. This has contributed to a reduction in the pressure on the health care facilities in the district
- For the Department of Social Welfare, Child Rights Promotion and Protection Project: sensitising community members on the promotion and protection of child rights has led to a reduction in teenage pregnancies and child abuse cases like forced and early marriages of children
- Livestock Development Project: group management and responsibility for the livestock – livestock offspring is given to a member of the group to rear. When the offspring matures and reproduces, the new offspring is given to another member of the group
- Boreholes: training of community members on the management and maintenance of the borehole thereby reducing the rate at which community leaders rely on the District Assembly (DA) for assistance in maintaining the boreholes

In the view of the representatives of departments, maintaining the services and facilities provided by the MVP is essential to their continuous use by and benefit to the communities.

3.4 Anticipated Impacts of the MVP

According to the department representatives, the MVP will impact the district institutions, departments, and beneficiary communities in the following ways:

3.4.1 Beneficiary Communities

- The project will build competitive business minded farmer groups. Currently, farmers in the north are not business minded like those in the south
- Negative cultural beliefs and practises that hamper health seeking behaviours will be reduced
- People will be educated to understand the benefits of not defecating in open spaces
- Improved performance in the Basic Education Certificate Examination (BECE) and Senior High School (SHS) so that students can progress to the tertiary level
- Livelihood at the family level will improve greatly (e.g. impact on their income levels and livelihood patterns)
- Improvement in gender relations and equality

3.4.2 Departments

- Enhanced capacity of department personnel (e.g. in agriculture, the capacity of staff to enhance commodity value chain and management of groups as business outfits)
- Improved coordination and collaboration among the departments within the districts
- Reduction in the pressure on the scarce resources of the districts
- Training and education for personnel, both formal and informal
- Improvement in logistics such as vehicles, computers, internet, etc.

3.4.3 District Assembly

- Assistance in providing housing stock for workers
- Improved road networks
- Increased capacity of human resources and staff development
- The Assembly will be provided with enough experience and skill knowledge to replicate the project in other communities in the district
- Build capacity of the Assembly to facilitate the ownership of projects among the community and their understanding of community development

4. The Human and Financial Status of Key Departments in the District at the Start of the MVP

The representatives of the departments of health, education, and food and agriculture were asked to provide the study team with the following information:

- Number of staff in the department and distribution as of 31 December 2011
- Department's expenditure as of 31 December 2011
- Department's budget as of 1 January 2012
- Number of non-governmental organisations (NGOs) department works with as of 31 December 2011

The district administration was also to provide information on the number and names of NGOs operating in the District as at 1 January 2012. A table and analysis of the information are provided in Table 5.

Table 5. The financial and human resources of Government Departments in Builsa North and South

DEPARTMENT S	No OF STAFF	NGOs		ANNUAL BUDGET			EXPENDITURE GH¢
		Internal	External	Goods and services GH¢	Assets GH¢	Compensation GH¢	
MOFA (Builsa North and South)	38	3	-	37,100	-	-	39,287
Health (Builsa South)	44	2	2	-	-	-	104,235.85
Education (Builsa North and South)	1,376	-	-	451,700,000	53,540,000	1,279,220,000	21,398453.04

The District MOFA representative said it was difficult to separate the information for North and South, as they have operated as one district since the end of 2012. The representative of the Health Department from Builsa South sent information to the team, but all attempts to get information from the North failed.

There are a total of 10 NGOs working in the Builsa North and South Districts as at 1 January 2012. Out of 10, three work with the MOFA Department whilst the Health Department works with four of the NGOs. Two out of the four NGOs working with the Health Department are external NGOs operating in the district.

The MOFA Department in the Builsa District (both North and South) had 38 staff members as of 1 January 2012, 26 of which are Extension Agents (see Annex 1 for the distribution of staff). Builsa District is predominantly agrarian hence the need for extension agents to be able to assist and educate the farmers on relevant agricultural information, farm management, and production.

The MOFA Department's budget as at 1 January 2012 for Goods and Services was GHS 37,100, whilst its total expenditure as at 31 December 2011 was GHS 39,287. The expenditure and budget exclude personnel emoluments, as these are paid directly from central government into the accounts of the staff. The expenditure

for the month of December 2011 recorded the highest amount of GHS 8,780 with the month of May recording the lowest at GHS 170.00. No expenditures were noted down for January, February, or August.

There are 44 staff and technical personnel at the Ghana Health Service (GHS) at the Builsa South District. Ten of these personnel/staff are located at the Fumbisi Health Centre, which serves a large number of people due to the size of the community. Six each of the staff/technical personnel are based at the Kunkwa/Gbedema, Kanjaga, and Doninga Health Centre, whilst two of each are also located at Chansa, Bachongsa, Gbedembilisi, Wiesi, and Uwasi community-based health planning services (CHPS).

The total expenditure as at 1 January 2012 for the Health Department of the Builsa South District was GHS 104,235.85. The expenditure item that recorded the highest was drugs at GHS 56,433.45. Travelling and Transport (T&T) expenses recorded the second highest at GHS 20,569.42 whilst financial charges recorded the lowest at GHS 520.98 (see Annex A for the breakdown of expenditure items).

There is a total 1,376 staff at the Education Department of the Builsa South District, out of which the non-teaching staff (administrative and supporting staff) constitute 119. The teaching staff at the kindergarten level is 342 and 467 at the primary level. The teaching staff at the Junior and Senior High levels constitutes 250 and 198, respectively.

The Department's budget as at 1 January 2012 for Goods and Services was GHS 451.7 million whilst Assets was GHS 53.54 million. The budget component on compensation (which includes wages, salaries, and allowances) was GHS 1,279.22 million. The total expenditure including emoluments for the Department of Education as at 31 December 2011 was GHS 21,398,453.04.

Annex 1. Information provided by the departments of health, education, and food and agriculture

Ministry of Food and Agriculture – Builsa District (includes the South)

Staff distribution as at 31 December 2011

S/N	SCHEDULE	NUMBER
1	District Director of Agriculture (DDA)	1
2	District Development Officer (DDO)	5
3	Agricultural Extension Agents (AEA)	26
4	Plough Man	2
5	Driver	1
6	Watchman	2
7	Cleaner	1

Department's Expenditure as at 31 December 2011 (Excluding personnel emoluments)

S/N	MONTH	EXPENDITURE
1	JANUARY	-
2	FEBRUARY	-
3	MARCH	7,942
4	APRIL	1,483
5	MAY	170
6	JUNE	7,628
7	JULY	2,472
8	AUGUST	-
9	SEPTEMBER	375
10	OCTOBER	7,490
11	NOVEMBER	2,947
12	DECEMBER	8,780
	TOTAL EXPENDITURE	39,287

1. Department's budget as at 1 January 2012

Goods and services GHS 37,100

1. Number of NGOs the department works with as of 31 December 2011: 3

Ghana Education Service – Builsa District (North and South)

1. STAFF DISTRIBUTION AS OF 31 DECEMBER 2011

S/N	SCHEDULE	NUMBER
1	TEACHERS	
	KINDERGARTEN	342
	PRIMARY	467
	JUNIOR HIGH	250
	SENIOR HIGH	198
2	ADMINISTRATIVE AND SUPPORTING STAFF	119

2. DEPARTMENT'S EXPENDITURE AS OF 31 DECEMBER 2011

EXCLUDING EMOLUMENTS	GHS 4,024,891.04
INCLUDING EMOLUMENTS	GHS 21,398,453.04

3. DEPARTMENT'S BUDGET AS OF 1 JANUARY 2012

GOODS AND SERVICES	GHS 451.7 MILLION
ASSETS	GHS 53.54 MILLION
SALARIES, WAGES, AND ALLOWANCES	GHS 1,279.22 MILLION

Number and names of NGOs operating in the district as at 1 January 2012, as provided by the District Administration

S/N	NAME OF NGO
1	Presbyterian Agricultural and Rural Integrated Programme
2	Presbyterian Rural Health
3	Presbyterian C.B.R.
4	FISTRAD
5	Horizon Children's Centre
6	The Catholic Mission
7	Buili Literacy Project
8	Ghana Red Cross Society
9	Action Aid Ghana
10	Builsa Civic Union

GHANA HEALTH SERVICE BUILSA SOUTH DISTRICT

TOTAL NUMBER OF HEALTH STAFF AT BUILSA SOUTH AS OF 31/12/11.....38

EXPENDITURE OF SERVICE/BUDGET AS AT 1/1/2012

FUMBISI/KARI	Non Salary	Office consumables	Printing & stationery	Building maintenance	Financial charges	Training & conference	T&T	Non drug	Drug	Total
	4520.00	7709.54	8126.33	4339.57	520.98	1105.00	20569.42	911.56	56433.45	104235.85

Number of NGOs operating in the District as of 1/1/2012.....2

External NGOs operating in the District on 1/1/2012.....2

Staff strength/Technical personnel

Facility	Fumbisi H/C	Kanjaga H/C	Doninga H/C	Uwasi CHPS	Wiesi CHPS	Gbedembilisi CHPS	Bachongsa	Wupiensa	Gbedema/Kunkwak	Chansa	Total
No.	10	6	6	2	2	2	2	6	6	2	44

Annex 2. Questions for the baseline qualitative study at the district level

Introduction

Sustaining the investment into the MVP communities at the end of the project depends on institutional arrangements at various levels: national, regional, district, and community. For this reason, it is important to understand institutional, financial, and governance arrangements that have been put in place for the management and implementation of MVP and to track their effectiveness over the period of implementation. It is also important to understand how the relationships between institutions/organisations at various levels have evolved as a result of the project and why.

This baseline assessment is focusing on the district level. Below are the four main questions/issues around which the discussion will focus.

(i) To what extent have the district leadership/administration and the various departments/institutions been involved in decision-making in MVP?

- Who in the district/your department takes responsibility for the MVP?
- What are their roles and responsibilities in the MVP?
- What do those at the district/your department responsible for the MVP know about it? Do they have copies of the project document?
- To what extent was the leadership of the district/your department involved in the design of the MVP?
- Which aspects of the MVP design are you happy with and which would you like changed?
- What structures/institutional arrangements have been put in place for the leadership of the district(s)/your departments to participate in decisions relating to the MVP?
- How do government agencies in the district responsible for agriculture, education, water and sanitation, health, infrastructure like roads, etc. participate in decisions relating to services or provision of facilities in MVP communities?
- What decisions have the leadership of the districts and departments been involved in so far?
- What structures/mechanisms are in place for sustaining the projects, services, facilities, etc. that would be implemented in the MVP communities when the project ends?
- What are the current donor-assisted projects in the district that the DA/your department is actively involved in? In which of these does the department have the greatest say in design, implementation, monitoring, and evaluation? What accounts for that?

(ii) What is the district's and departments' (i.e. government's) contribution to the MVP?

- In what form are district/departments (government) contributing to the MVP?
- To what extent has the central government's overall resource allocation (human, financial, material, projects, services, etc.) to the district changed over the past year? If not, is this envisaged? What accounts for the change?
- Who makes the decision to allocate more resources (human, financial, material, projects, services, etc.) to MVP communities? Is it the district administration/departments or central government?

- How are the investments in MVP communities in the district going to be sustained after the project?

(iii) From your experience what makes a project cost-effective? What makes a project sustainable?

- From your experience, which projects, past and present, would you say were cost-effective? Why? What criteria did you use?
- From your experience, which projects, past and present, would you say were sustained or would be sustained long after the end of the project? What made or would make that possible?

(iv) What impact will the MVP have on the beneficiary communities and on the district institutions and departments?

- What impact is the district administration or department expecting MVP to have on the beneficiary communities and on the district as a whole?
- What impact will the MVP have on the department, the DA, and other institutions in the district?