Deepening Decentralization: Report of the Evaluation of the District Wide Assistance Project

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Evaluation Purposes

- Improve management and delivery of DWAP
- Improve poverty reduction programs based on DWAP model
- Assess impact on livelihoods and vulnerabilities at household/community levels
- Prepare lessons to share with DDF and DPs



- File and document review: Policy, DWAP, region, district
- Key-person interviews: Accra, region, district
 12 District Assembly case studies
- Focus groups with women
- Community assessments (Area Councils, communities with DWAP sub-projects)
- Sub-project site visits

DWAP Results Chain

Ultimate Outcome (Impact:) Incidence & severity of poverty in districts of northern Ghana reduced

Intermediate Outcomes: 1) Rate of implementation of district initiatives to meet priority needs of DDPs increased

- **2)** Accountability, transparency and F/M participation in planning, implementation of DDPs are increased
- **3)** More enabling, gender-sensitive policy and admin. environment for decentralized development programmes

Immediate Outputs: 1) Levels of investments in DDP increased

- 2) New and reliable information on policy environment & district+regional capacities produced and disseminated
- **3)** Regional and district capacities to plan, implement and monitor gender-sensitive DDPs are enhanced

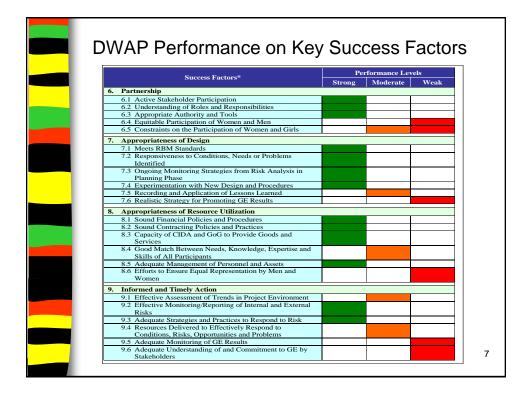
Activities: Receipt +disb of funds, sub-projects, audits, comm., C.D., management., M&E, reporting, project management



- The DWAP model is a success
- Elements: Hybrid form of project and budget support, timely, bulk release of investment capital, clear guidelines, rewards /punishments for performance, multi-level monitoring, annual auditing, active RPCUs
- Strengthened DA financial management, procurement, compliance and accountability with DWAP funds
- Generated important education, health and security outputs and outcomes at the community level
- Informed the design of the national District Development Facility (DDF)

Northern District Performance

- All "DWAP Districts" fulfilled minimum conditions in second national assessment of organizational performance
- Northern Districts' plans are more complete in content and in process than national practices
- Northern DA financial and progress reporting is more frequent, systematic and of better quality



Testimony

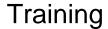
- "DWAP has done a lot for the north"
- "DWAP brought new meaning to decentralization"
- "DWAP's guidelines keep other influences out of the planning process"
- "The monitoring and auditing keeps us on our toes"
- "We would like to see DWAP continue"



- GAS carries out detailed auditing on DWAP finances and advises on infractions and weak practices
- Districts now use audit recommendations to manage other funds
- Proverb: 'If you walk on the sand, you don't see how deep your feet are; the one behind sees.' There is always something to learn from audits

Development Planning

- All Districts have medium term and annual plans
- Focus of plans is on activities, not results
- Demand-driven infrastructure development; less emphasis on evidence-based decisionmaking
- DWAP has contributed to increased plan implementation through the provision of financial resources, rules and incentives



- ☐ Training focused on skills and knowledge related to DWAP implementation
- ☐ Facilitated District understanding of project requirements
- ☐Generally, however, training is too short and focused on micro level, operational issues
- ■More training related to strategic issues would be useful and timely

Training

- ■On the job training has been useful, with DA staff learning through the experience of applying policy and guidelines
- Valuable coaching provided
- □Peer learning opportunities have been a valuable way to learn from others' experience



- Of DWAP's 761 sub-projects, about two-thirds were in the education sector, worth \$20M
- Education sub-projects were local priorities, could be built rapidly, and were supported by the local Education Department
- DWAP sub-projects constructed or rehabilitated some 1,100 classrooms, mainly at the primary and junior high levels
- □ This enabled 40,000 pupils (40% girls) to benefit from improved learning environment

Development Results-Education

- Helped to boost enrolment, improved retention, while contributing to MDG 2 (universal primary education)
- □ There is evidence at DWAP schools that in some cases the gender disparity in enrolment has decreased, especially for primary and junior high school, thus also contributing to MDG 3



Development Results-Health

- □ Total investment to date of \$3.3M in over 113 sub-projects (Community health compounds, clinics, nurses' quarters)
- □ Access to health services has been expanded (e.g. one CHPS compound may treat 1,000 patients per year, 75% of whom are women)

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Development Results-Health

- □ However, Districts with Health Depts. must address other issues
- Reported cases of certain illnesses (e.g., malaria) are increasing in certain areas
- Evolving trends and conditions in health require closer monitoring and analysis
- Availability of sex-disaggregated data in the health sector is limited



Community Assessments-Approach

- To assess level and nature of community engagement with DWAP
- □ Fieldwork with 12 Area Councils and communities
- Techniques used included: transect walks, community resource maps, focus groups, community score card, and semi-structured interviews

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District	Sub-District	Communities	Facility
Central Gonja	Kusawgu A/C	Kusawgu	Police & JHS school
Tamale Metro	Tamale north sub metro Council	Kalponhine & Gumani	JHS school & 10 Seater KVIP
Savelugu/ Nanton	Moglaa A/C	Kanshegu	d Z Œ•[⟨μ Œš Œ•
East Mamprusi	Gambaga T/C	GambaranaFong	Day Care Centre
Wa Municipal	Wa zonal council	Tampalipani	CHPs compound & Prim. School
Jirapa	Gbare A/C	Gabre	CHPs compound & Prim. School
Lawra	Nandom T/C	Nandom	D P]•šŒ š }μŒš~ }¢
Sissala West	Gwollu T/C	Gwollu	W } o]
Bongo	Beo A/C	Bongo & Beo	Maternity Ward & KVIP
KNEDA	Navrongo T/C	Navrongo	Market
Builsa	Wiaga T/C	Longsa	Day Care Centre & OPD
Bolgatanga	Bolga Zonal Counc	ciGambibgo	d Z Œ•[YµŒšX~WŒ

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	Performance Levels			
Indicators	Strong	Moderate	Weak	Reasons
Community participation in the DWAP supported projects				Half of the ACs and communities reported they had been involved in <i>sub-project implementation</i> to some degree
Openness and transparency				In terms of openness and transparency, three- quarters of the ACs assessed indicated that they did not know the terms of the contract and the community's entitlements
Quality work on the of sub-projects				Two-thirds of the ACs and community members consulted reported that they were very satisfied with the <i>quality of work</i> on their sub-projects
Usefulness of the sub- projects to the community				All ACs and community members reported that the DWAP sub-projects were <i>useful and</i> <i>beneficial</i> , and improved local living conditions
Environmental dimensions of the sub-projects				In terms of <i>environmental protection</i> , none of the sub-projects visited had planted trees to break the wind or prevent erosion around the DWAP facilities
Operations and Maintenance of the sub-projects				None of the Area Councils or community members reported establishing mechanisms for contributing to the <i>O&M of the facility</i>

Community Assessments-Lessons

- Districts with donor projects were able to support some of their communities and Area Councils to prepare CAPs and AAPs
- Districts that involved communities in subproject monitoring ensured that contractors did quality work
- Inadequate consultation by DAs with user
 Depts. resulted in flawed designs, unfulfilled objectives



Top Ten Lessons

- 9) Officials require strategic leadership skills to navigate and adapt in the face of complexity and change (e.g., education, health, IGF, climate change)
- 10) Newly elected and appointed General Assembly members require training in the sub-project cycle, procurement and financial management standards

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Recommendations for DWAP

- MOWAC and EPA at the national and regional levels be resourced to participate in DWAP monitoring activities; the GDO be supported to participate in local monitoring
- 2) Support Districts to do more gender analysis of development sectors in the main sections of the MTDPs, instead of addressing gender only in the "vulnerable and excluded" section
- Consultants be contracted to prepare1) a Gender Impact Assessment Tool to assess and adjust MTDPs and AAPs and
 a Gender-Responsive Budgeting Tool for MMDAs
- 4) Organize learning events for MMDAs on critical issues and innovations in IGF, education quality, strategic leadership, as well as policy development