

# STUDY ON THE DEMAND FOR AND SUPPLY OF EVALUATION IN GHANA

**clear**

Regional Centers for  
Learning on Evaluation and Results



Department  
for International  
Development



**PDM**  
&  
The Ghana School of Public  
and Development Management

Centre for Learning on Evaluation and Results Anglophone Africa (CLEAR-AA)  
Graduate School of Public and Development Management,  
University of the Witwatersrand, Johannesburg

**Drafting team:** Prof. Samuel Adams, Dr. Charles Amoatey, Joe Taabazuing (Country consultants) and Osvaldo Feinstein (CLEAR-AA/Wits)

**Management Team:** Stephen Porter, Osvaldo Feinstein, Salim Latib, Anne McLennan, David Rider Smith

**Reference Group:** Michael Bamberger, Derek Poate, Zenda Ofir, Robert Picciotto, Nidhi Khattri, Howard White, Jessica Kitakule-Mukungu, Ian Goldman

December, 2013

Entire publication © Graduate School of Public and Development  
Management, University of the Witwatersrand, Johannesburg

This report is an output funded by the UK Department for International Development (DFID) as a public good. The views expressed are not necessarily those of DFID.

# **STUDY ON THE DEMAND FOR AND SUPPLY OF EVALUATION IN GHANA<sup>1</sup>**

---

<sup>1</sup> For further information on this study please contact [CLEAR.AnglophoneAfrica@wits.ac.za](mailto:CLEAR.AnglophoneAfrica@wits.ac.za). The content of this study is the responsibility of the team alone, and should not be ascribed to the University of the Witwatersrand, DFID, or any other organisation or individuals.

## **EXECUTIVE SUMMARY**

There is growing recognition of the critical role of evaluations to generate relevant information to guide the decisions and actions of policy makers and project managers. Yet, there is poor understanding of the demand and supply of evaluations in many African countries. This study seeks to bridge this knowledge gap by generating deeper insights on the demand and supply of evaluations in Ghana, as one of the five country cases conducted by the regional Centre for Learning on Evaluation and Results for Anglophone Africa (CLEAR AA). Ghana was selected based on an assessment as having a high potential to develop evaluation capacity.

The objectives of the study were to understand the conditions under which demand is generated for evaluation evidence and the areas in which evaluation supply can be strengthened to meet and foster this demand. To achieve these objectives assessments were undertaken of: (a) the development context for evaluations in Ghana; (b) the demand for evaluation; (c) the various entities supplying evaluations and their capacities; (d) the areas in which supply can be strengthened to meet and foster this demand; and (e) pathways to develop evaluation capacities both on the demand and supply side, involving government, civil society, Parliament and voluntary organisations for professional evaluation (VOPE).

This study was carried out through a combination of desk review, including an analysis of existing evaluation products, and direct semi-structured interviews with a selection of key informants from across critical stakeholder groupings.

Key findings include the following: (a) practically all of the evaluation work done in Ghana so far has been development partner led, with little involvement of Ghanaian organisations and professionals; (b) the demand and supply of evaluations is greatly influenced by the socio-political context; (c) there is an enabling environment for evaluation capacity development in Ghana, given its deepening democratic culture as well as an emerging vibrant VOPE.

Based on the findings, the possible areas of interventions include: (a) using the Joint Assessment for Strengthening Monitoring and Evaluation and Statistics (JASMES) as a platform for evaluation capacity development; (b) supporting the development of evaluation policy in Ghana; and (c) supporting the capacity development of Parliament to demand evaluations as part of their mandate.

The paper also recommends that whatever actions are to be taken, it is important that the political economy of the country is taken into consideration. The key argument here is that the development of monitoring and evaluation (M&E) must be rooted in the sociocultural context of the Ghanaian people. As noted by Levi (2011) and Leftwich (2006), the way forward in promoting effective monitoring and evaluation, and for that matter, development is to focus on an approach that is best suited to the local social and political context.

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY .....</b>	<b>II</b>
<b>TABLE OF CONTENTS.....</b>	<b>III</b>
TABLES, FIGURES AND BOXES .....	IV
<b>ABBREVIATIONS AND ACRONYMS .....</b>	<b>V</b>
<b>1. INTRODUCTION.....</b>	<b>1</b>
1.1 METHODOLOGY.....	2
<b>2. DEVELOPMENT CONTEXT .....</b>	<b>3</b>
2.1 PLANNING, POLICY AND THE M&E FRAMEWORK.....	5
2.2 POLITICAL ECONOMY .....	10
<b>3. MAPPING EVALUATION DEMAND AND SUPPLY IN GHANA .....</b>	<b>13</b>
3.1 PRINCIPALS .....	14
<i>The Political Executives</i> .....	14
<i>The Legislature</i> .....	15
<i>Development Partners</i> .....	17
<i>Civil Society Organisations</i> .....	17
3.2 GOVERNMENT AGENTS .....	19
3.3 EVALUATIONS AGENTS .....	23
<i>Consultants</i> .....	23
<i>Universities</i> .....	24
<i>Research Institutions and Think Tanks</i> .....	25
<i>Voluntary Organisation of Professional Evaluators (VOPE)</i> .....	27
<b>4. PATHWAYS, OPPRTUNITIES AND CHALLENGES .....</b>	<b>27</b>
4.1 DEMAND.....	27
4.2 SUPPLY .....	29

## **Tables, Figures and Boxes**

<b>TABLE 1: INTERVIEW RESPONDENTS .....</b>	<b>3</b>
<b>TABLE 2: GHANA NATIONAL DEVELOPMENT PLANS SINCE 1919 .....</b>	<b>6</b>
<b>FIGURE 1: NATIONAL M&amp;E INSTITUTIONAL AND REPORTING FRAMEWORK.....</b>	<b>8</b>
<b>FIGURE 2: SUMMARY OF CAP SCAN RESULTS ALONG THE SIX (6) PILLARS .....</b>	<b>11</b>
<b>TABLE 3: STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS TO M&amp;E.....</b>	<b>12</b>
<b>FIGURE 3: CONCEPTUAL FRAMEWORK FOR DEMAND AND SUPPLY OF EVALUATIONS IN GHANA .....</b>	<b>14</b>
<b>BOX 1: PLAN GHANA EVALUATION OF IMPROVED COOK STOVES.....</b>	<b>18</b>
<b>BOX 2: EVALUATION OF GUINEA WORM ERADICATION PROGRAMME.....</b>	<b>19</b>
<b>BOX 3: THE FUNCTIONAL ORGANISATIONAL ASSESSMENT TOOL .....</b>	<b>22</b>
<b>TABLE 4: ASSESSMENT OF SELECTED GHANAIAI INSTITUTIONS SUPPLYING EVALUATION .....</b>	<b>25</b>

## ABBREVIATIONS AND ACRONYMS

AfDB	African Development Bank
APR	Annual Progress Report
CEPA	Center for Policy Analysis
CDD	Centre for Democratic Development
CLEAR AA	Centre for Learning Evaluation and Results for Anglophone Africa
CSO	Civil Service Organisation
CSPGs	Cross-sectoral planning groups
DANIDA	Danish International Development Agency
DCPU	District Coordinating and Planning Unit
DFID	Department for International Development (of the UK)
DP	Development Partners
ECD	Evaluation Capacity Building
ERP	Economic Recovery Programme
FOAT	Functional Organisational Assessment Tool
GCEI	Ghana Coalition for Extractive Industries
GDP	Gross Domestic Product
GIMPA	Ghana Institute of Management and Public Administration
GMEF	Ghana Monitoring and Evaluation Forum
GoG	Government of Republic of Ghana
GPRS	Growth and Poverty Reduction Strategy
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
GYEEDA	Ghana Youth Employment and Entrepreneurial Development Agency
IEA	Institute for Economic Affairs
JASMES	Joint Agenda for Strengthening M&E and Statistics
JICA	Japan International Cooperation Agency
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDBS	Multi-Donor Budget Support
MDGs	Millennium Development Goals
MfDR	Management for Development Results
MLGRDE	Ministry of Local Government, Rural Development and Environment
MMDAs	Metropolitan, Municipal and District Assemblies
MoF	Ministry of Finance
MOFA	Ministry of Food and Agriculture
MOFEP	Ministry Finance and Economic Planning
MOTI	Ministry of Trade and Industry
NDC	National Democratic Congress
NDPC	National Development Planning Commission
NEC	National Evaluation Capacities
NGO	Non-Governmental Organisation
NPP	New Patriotic Party
OED	Operations Evaluation Department
OECD	Organisation for Economic Cooperation and Development
PAC	Public Accounts Committee
PD	Paris Declaration (on Aid Effectiveness)
PEOU	Policy Evaluation and Oversight Unit
PPMED	Policy, Planning, Monitoring and Evaluation Directorate

PRSP	Poverty Reduction Strategy Paper
RCPU	Regional Coordinating and Planning Unit
RSIPR	Research, Statistics, Information and Public Relations
SAP	Structural Adjustment Programmes
SNV Ghana	Netherlands Development Organisation, Ghana
TUC	Trade Union Congress
UK	United Kingdom
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VOPE	Voluntary Organisations for Professional Evaluation
WB	World Bank
WIDER	World Institute for Development Economics Research

## 1. INTRODUCTION

1. This study reports on findings concerning the demand and supply of evaluation/evaluative research in Ghana. It is one of five country cases conducted by the Regional Centre for Learning on Evaluation and Results for Anglophone Africa (CLEAR AA)<sup>2</sup>, funded by the UK Department for International Development (DFID). The fieldwork was carried out by the CLEAR AA partner institution, the Ghana Institute of Management and Public Administration (GIMPA), with the support of a CLEAR AA consultant, mainly during the period July 22 to 27, 2013. This study builds upon a previous case study by Amoatey (2012) on *Monitoring and Evaluation System in Ghana: With a focus on the link between planning and budgeting*, also commissioned by CLEAR AA with the South African Presidency.
2. This report maps demand and supply factors affecting evaluation and evaluative research. It is hoped that national stakeholders and those supporting them will use this report to better structure their assistance. Consequently, the principal audience of this study is intended to be those interested in evaluation capacity development (ECD) in Ghana. In undertaking the mapping of the evaluation context in Ghana, the study identifies latent and actual demand, the conditions under which demand is generated and potential sources of supply, with an explicit consideration of the political economy of the country<sup>3</sup>.
3. This study refers to evaluation as covering both evaluation and evaluative research and therefore uses the terms interchangeably. The primary objectives of the study are to explore:
  - 1) The conditions under which demand is generated for evaluation evidence; and
  - 2) The areas in which evaluation supply can be strengthened to meet and foster this demand.The guiding questions that interface with these objectives are:
  - (i) On the demand side:
    - a) What has been the actual demand for evaluation from principals?
    - b) Where is there latent and potential demand for evaluation?
    - c) How is evaluation demanded in the current organisational arrangements?
  - (ii) On the supply side:
    - a) What is the range and capacity of entities supplying evaluation services?
    - b) How relevant are the managers and producers of evaluation to the actual demand for evaluation?
  - (i) On matching evaluation supply and demand:
    - c) Where can evaluation supply (actual, latent and potential) be strengthened so that it meets and fosters demand?
4. This study has revealed that actual demand for evaluation from the executive and legislature has been very limited. The low latent demand is mainly due to the following

---

<sup>2</sup> CLEAR-AA is based at the Graduate School of Public and Development Management at the University of the Witwatersrand in Johannesburg. CLEAR-AA aims to enhance development anchored in learning, evaluation and results.

<sup>3</sup> For more information on the definition of terms used in this study please refer to the Inception Report, dated 22 April 2013.

reasons: (a) lack of awareness that evaluation can provide relevant evidence. This then leads to lack of actual demand for evaluations and (b) lack of adequate capacities to commission and to conduct evaluations. In general, study reveals that funds allocated to M&E are low, and particularly low for evaluation.

## 1.1 Methodology

5. This study was carried out through a combination of desk review, including an analysis of existing evaluation products, and direct semi-structured interviews with a selection of informants from across critical stakeholder groupings. The rest of this section presents the methodology of the study, and provides an overview of the stakeholder groups that were engaged with in the study. The methodology encompassed the following overlapping stages:
  - a. Establishing study commitment and support from key stakeholders;
  - b. Collating and analysing primary and secondary data and information of the evaluation system (including available academic and popular literature);
  - c. Conducting a series of interviews with actors that fall within the space established through the broad conceptual map; and
  - d. Producing a draft paper. Each of these stages is discussed in more detail below.
6. **Establishing support from key stakeholders:** Given the nature of the study, an important initial step was to identify relevant national stakeholders who would be engaged with prior to, during and after the collection of data. Whilst the study was conducted independently, it is important that there is some level of active buy-in from key stakeholders to support the use of the study. In Ghana, letters were sent to the Government via DFID to inform about the study, while the country researcher made contact with a range of stakeholders<sup>4</sup> (see Table 1).
7. **Collating and analysing secondary data and information:** The collation of and analysis of secondary data covered policy, academic and grey literature relating to the political context and the demand and supply side of evaluation. Included in this was data on size and scope of evaluation initiatives within government and the supply that emanates outside of government. Following the country research phase further primary and secondary documentation was considered in order to substantiate the claims of the interviews and to expand the information base.
8. **Interviews with key informants:** A series of interviews were arranged with key in-country stakeholders. The design of these interviews drew upon the literature review. In particular, issues of actual and latent demand and of evaluation capacities were explored through the interview process. Data collection took place in a semi-structured way that allowed people to narrate their story – with some probing taking place based upon the guiding supply and

---

<sup>4</sup> Ministries for Health and Education were not included because evaluation studies in these ministries are well documented (see also Appendix A for List of some Evaluations conducted in Ghana by sector).

demand questions. The data from interviews was analysed during the fieldwork, with emerging conclusions refined and subjected to validation during the last set of interviews

9. Time constraints for both respondents and the study team impacted on the methodology used and the number of potential respondents that could be contacted. Table 1 presents the representatives of stakeholders that were interviewed in Ghana.

**Table 1: Interview Respondents**

<b>Government Agents</b>	<b>Evaluation Actors</b>	<b>Principals</b>
National Development Planning Commission (NDPC)	Institute of Statistical, Social and Economic Research (ISSER)- University of Ghana	Accountant General
Ghana Statistical Service	International Food Policy Research Institute (IFPRI)	STAR-Ghana, a multi- donor pooled funding mechanism (funded by DFID, DANIDA, EU and USAID)
Ministry of Agriculture	Ghana M&E Forum (GMEF)	Development Partners (DFID, World Bank, UNDP, UNICEF, STAR-Ghana )
Ministry of Finance	Individual Evaluation Consultants	The Presidency (Senior Policy Advisor)
Ministry of Local Government		Trade Union Congress

10. This study is a standalone report, which is part of the work done by CLEAR AA on evaluation supply and demand in five countries. The findings of this country case are presented according to the following sequence: the Ghanaian development context is described in relation to evaluation, then the state of evaluation demand and supply is mapped, followed by illustrations of supply and demand issues. Finally, pathways are suggested to develop evaluation capacities both on the demand and supply side

## **2. DEVELOPMENT CONTEXT**

11. The section presents an overview of trends in the political and economic development of Ghana and the strategic direction of the country. It also discusses Ghana's political economy and national development planning processes and how these are linked to national budgeting process and monitoring and evaluation framework in the country.
12. Ghana was the first country in Sub-Saharan Africa to gain political independence from the British in 1957. It has since undergone major political and economic transformation and development. Over the past six decades, Ghana has experienced 11 changes in government, which includes four coups (Guseh 2005; Adams and Atsu 2013). Ghana's journey toward democracy is seen by many as a reaction to economic challenges of the 1980s associated with implementation of Economic Recovery Programmes (ERP) and Structural Adjustment Programmes (SAP) (Ninsin, 2007). Deepening the democratic process was expected not only to promote a platform for the emergence of a popular, legitimate, and responsible constituency for continued economic reform, but to also create a new governance

framework for achieving sustainable development (Whitfield and Jones, 2009). Currently, Ghana practices a multiparty parliamentary democracy based on the 1992 Constitution.

13. The Fourth Republican Constitution, which came into force in 1992, provides for a unitary state governed by a President (and Cabinet) and a Unicameral National Assembly. It entrenches the separation of powers and offers appropriate checks and balances. The presidency has a four-year term and an incumbent can serve for a maximum of two terms. Since 1992, Ghana has held five (5) successful elections and on two occasions (2000 and 2008) an incumbent government handing over peacefully to a new government. These highly contested elections have helped to deepen and institutionalise democracy in Ghana.
14. In the most recent election in 2012, the ruling government party (National Democratic Congress) won by a margin of less than 1%, after which the main opposition party (New Patriotic Party - NPP) contested the election results through the courts. The proceedings were broadcast live on both radio and television to enhance the transparency and legitimacy of the court's decision. After eight months and 48 days of hearings, the Supreme Court of Ghana dismissed all the alleged claims of irregularity and fraud. The Presidential candidate of the NPP indicated that he would not seek a review of the court's decision, and congratulated the President and asked Ghanaians to come together to build the nation (Gurien, 2013). Freedom House Report (2013) shows only 14.5 percent of the world's citizens live in countries that enjoy a free press and Ghana is the only country on the African continent to have what they define as a free press.
15. Embedded democratic process is an important as it provides a strong mechanism for periodic review of the performance of government. Further, within a strong democratic regime, it is more likely that misguided or bad policies will not only be brought to light but also challenged and appropriate changes made (Lawson, Boadi, Gharthey, Killick, Agha and Williamson, 2007).
16. On the economic front, Ghana has a diverse and rich resource base, with estimated 2013 gross domestic product (GDP) per capita of USD 1670. According to the African Development Bank (AfDB 2013), economic growth for 2012 was 7.1%, driven by oil revenues, the services sector and the strong export performance of cocoa and gold. Ghana's consistent economic growth has impacted positively on poverty reduction. According to the World Bank (2013), poverty at \$2 per day dropped from 77% in 1992 to 63% in 1998, to 51.8% in 2006. Extreme poverty at \$1.25 per day fell from 51% in 1992, to 39% in 1998, to 26% in 2006. Ghana is projected to meet the MDG of reducing extreme poverty before the 2015 deadline (GOG, 2010). Other MDGs that are on track include universal primary education, promotion of gender equality, empowerment of women, and combating HIV/AIDS, malaria and other diseases (AfDB, 2013).
17. Although the country attained a middle income status in 2010, it remains somewhat dependent on international financial and technical assistance. Despite the decline in poverty, geographical, gender and disparities in poverty levels based on economic activity of population exist across the country. Poverty is highest among food crop farmers, who are mostly in rural areas of the country, where inadequate inputs, credit and limited use of technology lead to low agricultural productivity (Whitfield 2009).

18. Ghana gets development aid in the form of budgetary and project support. The net official development assistance and official aid received (aid/GDP) to Ghana increased from 0.2% in 1960 to 2% in 1970, 4% in 1980, 9.5 % in 1990 and peaked to a high of 16% in 2004. By 2011, however, the amount received had reduced to 4.5% (World Bank 2013). The Government of Ghana (GoG) and its main development partners introduced multi-donor budgetary support (MDBS) in 2003. It's objective is to improve aid effectiveness by aligning development assistance to government's aim of attaining the MDGs and middle income status by 2015 and 2020 and enhance the predictability of aid to this end. About a third of external assistance is channelled directly through the consolidated funds. The resource triggers under the MDBS are based on government's own fiscal and development targets agreed with the donor partners, which are in turn based on government's medium-term development plans (Lawson et al 2007; Osei, 2012). In fact, the *Ghana Aid Policy and Strategy* (2010-2015) identifies General Budget Support or Sector Budget support as the preferred delivery mechanism. While Ghana is on-track toward achieving some of the MDGs, it achieved a middle-income status in 2010, about five years earlier than the original target. Accordingly, the Ghana Aid Policy and Strategy aims to ensure aid effectiveness by aligning aid to Ghana's national development priorities and serves as a guide to government, development partners, civil society organisations and other stakeholders in the management and coordination of external aid in Ghana.

## **2.1 Planning, Policy and the M&E framework**

19. Development planning started during colonial rule. Over the last 95 years, Ghana has gone through 13 national development plans prepared by various governments and with varying degrees of implementation and success (see Table 2). The country's first ever development plan, the 'Guggisburg Plan', was developed in 1919 and implemented between 1920 and 1927. The primary objective of that plan was to build a model economy in Africa through large investment in infrastructure, health, education and agricultural diversification. The plan was to lay a solid foundation for Ghana's future socio-economic development.
20. The second development plan was the 1951 ten-year development plan that was launched by the colonial government and later consolidated as an ambitious five-year development plan by Kwame Nkrumah's government. The third and most noteworthy development plan was the comprehensive seven-year development plan for national reconstruction and development (1963/64-1969/70) that sought a complete diversification of the Ghanaian economy through import substitution. The plan included the Tema harbour and the Valco aluminium plant. The first (Guggisberg) and third (Nkrumah) plans have been described as the most popular (Owusu-Amoah, 2013). Table 2 below presents key national development plans 1919 and 2013.
21. The most recent development plans are the Ghana Poverty Reduction Strategy (GPRS 1), the Growth and Poverty Reduction Strategy (GPRS II) and the Ghana Shared Growth and Development Agenda (GSGDA). GPRS I was a broad based development strategy for accelerated growth and poverty reduction focused primarily on attaining macroeconomic stability; improved environment for doing business; and improved political governance. It focused heavily on poverty reduction programmes and projects.

**Table 2: Ghana National Development Plans since 1919**

<b>Name</b>	<b>Planned Period</b>	<b>Implementation (Years)</b>
1. The Guggisberg Plan	1919 – 1926 (7 years)	7
2. The First 10- Year Development Plan	1951- 1959 (10 years)	5
3. The Consolidated Development Plan	1957 – 1959 (2 years)	2
4. The Second Development Plan	1959 – 1964 (5 years)	4
5. The 7-Year Plan for National Development plan	1963/4 – 1969/70 (7 years)	3
6. The 2-Year Development Plan	1968/9 – 1969/70 (2 years)	2
7. The 1-Year Development Plan	July 1970 – June 1971	1
8. The Year Development Plan	1975/6 – 1979/80	3
9. The Economic Recovery Programme/SAP	1983 -1989 (7 years)	7
10. The Ghana Vision 2020 – The First Step	1995 – 2020 (25 years)	5
11. The Ghana Poverty Reduction Strategy (GPRS I)	2003 – 2005 (3 years)	3
12. The Growth and Poverty Reduction Strategy (GPRS II)	2006 – 2009 (4 years)	4
13. The Ghana Shared Growth and Development Agenda (GSGDA)	2010 – 2013 (4 years)	ONGOING

Source: NDPC (2010)

22. A monitoring and evaluation (M&E) plan was established to track the performance of GPRS I with respect to its effectiveness and to identify and resolve emerging implementation bottlenecks in the policy. Monitoring results are documented and disseminated by the National Development Planning Commission (NDPC) through annual progress reports (APRs). The GPRS I M&E Plan was the first systematic attempt by Government to include M&E in the governance framework and management process, at a policy level (Amoatey 2012). The main challenges with the GPRS I M&E Plan were poor coordination of information from district, regional to national levels, as well as weak institutional capacities, particularly of NDPC and Ghana Statistical Service (GSS) (NDPC, 2009).
23. GPRS I was followed by GPRS II with the objective of supporting wealth creation for sustainable poverty reduction through the introduction of growth-inducing policies and programmes. A new M&E plan developed for GPRS II provided a more coherent framework for monitoring achievement of development goals and objectives. It outlined the institutional arrangements, roles and responsibilities, the major monitoring and evaluation activities to be performed, mechanisms for disseminating findings and how the outputs of the monitoring and evaluation system would be used to influence policy at the national, regional, and district as well as sector levels. Betley, Bird and Ghartey (2012) argue that the

monitoring and evaluation of the GPRS in the areas of strategic budgeting and budget planning could be improved.

24. The Ghana Shared Growth and Development Agenda (GSGDA) was implemented in 2010. GSGDA focuses, in the main on:

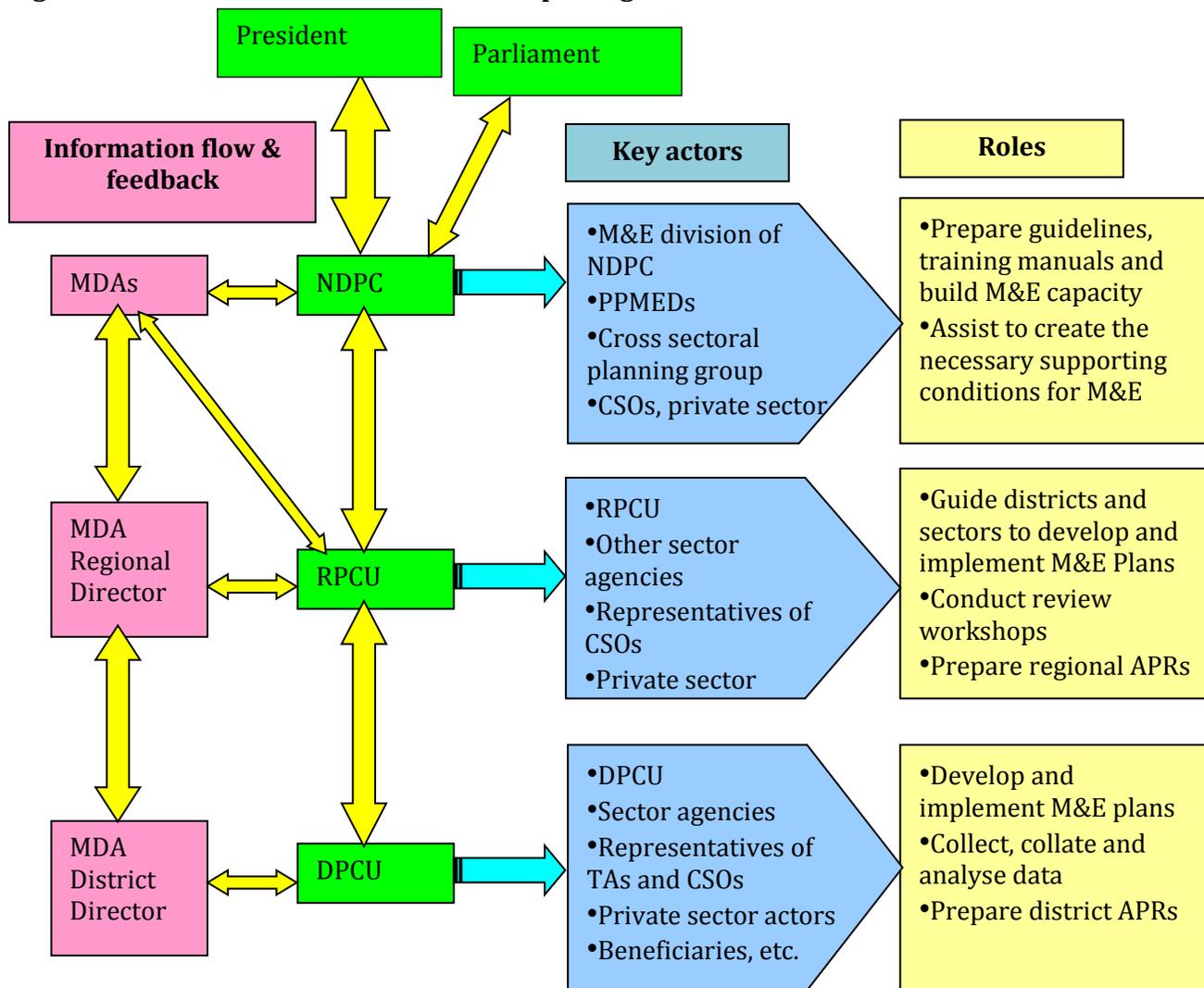
*human development, transparent and accountable governance and infrastructural development, in support of agricultural modernisation, natural resource development, particularly oil and gas, private sector development, ICT, housing and energy for accelerated employment creation and income generation for poverty reduction (NDPC 2010: xiv).*

The framework also envisages protecting the environment and minimising the impacts of climate change. The GSGDA includes a full chapter on monitoring and evaluation, which will be considered later in this study. The implementation of the GSGDA is expected to end at the close 2013.

25. The primary means of influencing public policy management with evaluation results is through the national budget. This is done through state institutions and governance apparatus including the Cabinet, Parliament, Ministry of Finance, and NDPC.
26. Ghana's Constitution establishes institutional arrangements for undertaking monitoring and evaluation of policies and programmes at all levels of government. According to the 1992 Constitution of Ghana (Chapter 8, Article 87, 2) the National Development Planning Commission (NDPC) is required to "monitor, evaluate and co-ordinate development policies, programmes and projects" at the request of the President or Parliament, or on its own initiative. The National Development Planning Commission Act (479 of 1994) which establishes the NDPC, while Act 480, on the decentralised development planning system, requires District Planning Authorities to "monitor and evaluate the development policies, programmes and projects in the district". Accordingly, the NDPC has initiated a process to provide a new national development agenda to guide the development of the country over the next four years (Owusu-Amoah, 2013).
27. In addition, District Planning Co-ordinating Units are expected to monitor and evaluate the implementation of the programmes and projects of the District Planning Authorities within the region. Regional Planning Co-ordinating Units are responsible for the co-ordination, monitoring and evaluation of district development plans. The districts use a Functional Organisation Assessment Tool (FOAT) for assessing local governments which will be discussed in some detail in Section 4.
28. Each ministry, department and agency (MDA) is required to have a Policy, Planning, Monitoring and Evaluation Division (PPMED) with responsibility for planning and implementing M&E within the sector, at national, regional and district levels. Other key institutions with M&E responsibilities at the national level include the Office of the President (which established a Policy Evaluation and Oversight Unit (PEOU) in 2009, to monitor and evaluate government policies, programmes and projects); Parliament; Ghana Statistical Service (GSS) and the Ministry of Finance.

29. The NDPC is expected to be in continuous dialogue with the Ministry of Finance and Economic Planning (MoFEP), GSS, Office of the President, Ministry of Local Government, Rural Development and Environment (MLGRDE), other MDAs, development partners and civil society on all planning and monitoring and evaluation matters. The NDPC works through cross-sectoral planning groups (CSPGs) for policy formulation, planning, monitoring and evaluation purposes. This multi-level design is represented through a diagram that has been used in different publications (including the GSGDA and the current PRSP) to show Ghana's national M&E system (Figure 1).

**Figure 1: National M&E institutional and reporting framework**



Source: GSGDA/NDPC (2009)

30. Achieving the objectives of the national monitoring and evaluation system requires adhering to common timeframes for performance review and reporting to government. The institutional arrangements have been designed to facilitate active participation of stakeholders to ensure that policy recommendations are relevant and actually contribute to policy formulation and efficient resource allocation and use. The framework depicts flow of

information from district to regional to national levels, key actors in the national M&E framework and their roles and responsibilities.

31. There are three aspects of the M&E framework to note. First, the omission of the Ministry of Finance (MoF), formerly called Ministry of Finance and Economic Planning (MoFEP). Given the importance of using evaluation for decisions concerning the budget the critical role of the MoF should be captured in the institutional arrangement and as critical to M&E supply and demand. Second, the central role of NDPC is a challenge given the constraints the Commission has been facing for many years. Third, the framework describes information flows, actors and roles without any reference to purpose, that is, decision-making, accountability and learning.
32. The MoF and NDPC would comprise the central management agencies responsible for the M&E framework. The MoF is the key government institution responsible for the mobilisation, allocation and management of financial resources and for monitoring government expenditure. The NDPC advises the President and Parliament on the performance of public policy and programmes, their impacts and on the need for policy reforms. As a result of this unique role and responsibility, the technical responsibility for coordinating the M&E system rests with NDPC in collaboration with GSS and MoF. Given the strategic position of NDPC in the formal M&E system, it may seem logical to consider NDPC the champion of evaluation in Ghana. This was the view in 1999, and it was also held by some of the persons interviewed for this study. But although NDPC during the last decade has been able to produce Annual Reports which are used and appreciated by the public sector and civil society, the NDPC's actual role in evaluation has been very limited.
33. It has been argued that this is due to a lack of funding, but an alternative view is that insufficient funding may be a symptom rather than a cause of the problems faced by NDPC. Indeed, as pointed out in the 'Institutional Review of NDPC' carried out by the African Centre for Economic Transformation (ACET)<sup>5</sup>, an Accra based think tank:

*While the NDPC's constitutional mandate is clear, the political economy has not been conducive for giving the commission the authority and tools it needs to execute. Strategies and programs are abruptly ended, especially with changes in government; the organisational structure and processes are not suitable for its function; it lacks the necessary financial and human resources; and it is under constant pressure to attend to short-term social, political and economic needs. Consequently, the NDPC has not occupied the apex of Ghana's development planning system as spelt out in law"*

This statement applies also to the NDPC's role in evaluation. It is relevant in the context of this study on evaluation demand and supply in Ghana. ACET's findings and recommendations (in the brief version that has been disclosed) proposes, "that the president or the vice president should chair the NDPC to enhance its presence in the political economy."

---

<sup>5</sup> See <http://acetforafrica.org/services/advisory-services/ghana-development-commission/>. It should be pointed out that the 2011 report has not been so far disclosed.

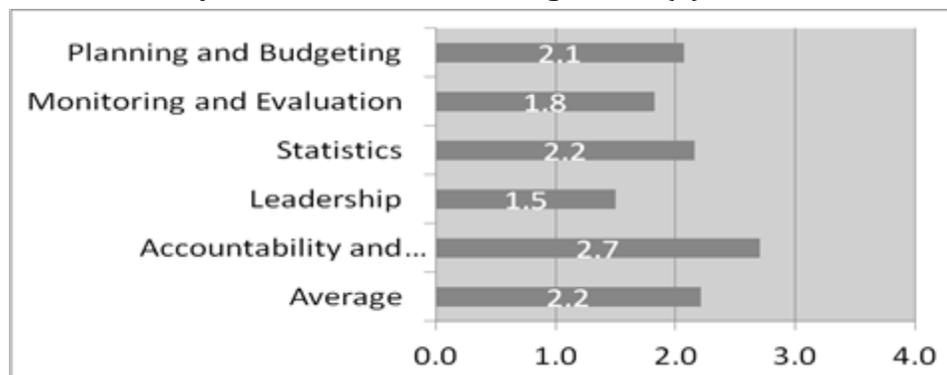
## 2.2 Political Economy

34. In June 1999 a preliminary diagnosis of monitoring and evaluation capacities in Ghana was conducted by the Operations Evaluation Department of the World Bank, and in October 1999 a workshop was held in Ghana, focusing on the role of civil society in the assessment of government performance (Mackay and Gariba 2000). After 14 years there have been some important changes, like the emergence of a Ghana Monitoring and Evaluation Forum, the development partners' commitments reflected in the Paris Declaration, Accra Ratification and Busan High Level Forum, as well as the Joint Agenda for Strengthening Monitoring and Evaluation and Statistics (JASMES) initiative. However, there are important aspects that remain almost unchanged, particularly with respect to the almost negligible actual demand for evaluation from policy makers and civil society, and the limited progress made by NDPC in promoting evaluation in Ghana.
35. The slow progress made can be explained by political economy analysis which suggests that public authority and public goods required for development arise from domestic political processes and contestation between interest groups. An example is the 13 different development plans for Ghana over the last century. As noted by Owusu-Amoah (2013) the major challenge that has historically faced the development of Ghana is not the inability to formulate credible policies and strategies but rather the weak capacity to implement these policies and strategies effectively and sustainably. Some of the plans were truncated mid-way through the plan period due to resource constraints and more importantly changes in government. It is worth noting some projects started by previous governments are abandoned with change of government apparently due to political expediency rather than efficiency use of resources. For example, in Ghana, the NPP Government under President J.A. Kuffour initiated affordable housing programme in 2006 which were at different levels of completion but were abandoned with a change in government in 2009. The new NDC Government on assumption of Office in 2009 initiated new affordable programmes rather than continuing what was started by the previous government. Such decisions are rooted in the desire of any governing party to be associated with new projects, programmes and policies. Indeed one of the priorities of President Mahamais to complete the existing pipeline of projects.
36. A 'drivers of change' study in Ghana by Booth, Crook, Gyimah-Boadi, Killick, Luckham, and Boateng (Booth et al. 2005) argues that political transformation through party competition lies at the heart of reducing corruption and focusing the state on development. Other drivers of change include: intensified competition between political parties; the free flow of information, accompanied by an increasingly critical mass media and informed public opinion; an increased role in national politics, as well as economic, life of the diaspora of Ghanaian emigrants; vigorous growth of a civil society that combines strong social roots and a healthy mix of forms of interest representation.
37. The relatively stable democracy and regular elections with changes in parties in power is a reflection of the growing public demand for good governance and accountability that can translate into tangible improvement in the living conditions of the citizens. In this regard the one of the key drivers of change in Ghana is present and is becoming an effective

instrument to focus government and other political office holders who are likely to be voted out upon results. Although challenges do remain in broadly dispersed patronage networks in the Ghanaian state as shown by recent studies related to Policing (Tankebe 2013), Logging (Teye 2013) and in regards to the economy (Kelsall 2012)

38. The growing public demand for accountability and results, seems to be an incentive for any ruling government in Ghana to put in place mechanisms for self assessment towards meeting citizens demands. In this regard the Government in 2011, through the leadership of NDPC, undertook a self-assessment study of its capacity to Manage for Development Results (MfDR) using a capacity scan (CAP-Scan) methodology adopted to Ghana's context in order to identify its strengths and weaknesses, as well as to develop an action plan to improve the delivery of public services in the country. CAP-Scan<sup>6</sup> is a short-term diagnostic review to identify and prioritise needs in the five pillars of MfDR: leadership, accountability and partnerships, monitoring and evaluation, planning and budgeting, and statistics. CAP-Scan uses self-assessment with guided questions and a measurement framework, to explore these issues. An action plan is developed as part of the exercise. The Ghana CAP-Scan was funded by the Swiss Government, implemented by NDPC and facilitated by the World Bank. An overview of the national MfDR capacity rankings by results is provided in Figure 2 using a 4 point scale where 1 represents the awareness stage and 4, full implementation. The ministries and institutions assessed were Education, Finance and Economic Planning, Ghana Statistical Service, Health, Local Government and Rural Development, Roads and Highways, Women and Children and the NDPC.

**Figure 2: Summary of CAP Scan Results along the six (6) Pillars**



Source: CAP Scan Ghana (2011)

39. As can be observed from Figure 2 above, the MDAs are improving their accountability mechanisms but weak in areas like "leadership" and tracking of performance to feed into decisions. The most serious weakness, as pointed by almost all sectors, is the low capacity for the monitoring and evaluation of public policies" (CAP-Scan 2011: 7). The 2011 review also identified weakness in statistics among MDAs, poor intra-ministry engagement in developing M&E plans and poor coordination between government and development partners (DPs).

<sup>6</sup> Additional details about CAP-Scan are provided at [www.mfdr.org/CAP-Scan.html](http://www.mfdr.org/CAP-Scan.html).

40. Following this diagnostic study a task force was established under the Ghana M&E Sector Working Group (NDPC, Ministry of Trade and Industry (MoTI), CIDA, UNICEF, UNFPA, WB) which later developed what has become known as the Joint Agenda for Strengthening Monitoring and Evaluation and Statistics (JASMES). The objective of JASMES is to provide donor and government funding with relevant information for supporting programmes and activities aimed at strengthening national, sectoral and district M&E and statistical systems for the timely and sustainable production, analysis and use of quality data for evidence-informed decision-making, dialogue and accountability. It is expected to cover a ten year period, consistent with the transitional arrangement under the GoG-DPs Compact which is aimed at strengthening country systems for effective policy management and coordination. The key beneficiary institutions are NDPC, GSS, MDAs, municipal, metropolitan and district assemblies (MMDAs) and civil society organisations (CSOs). Table 3 provides a summary of the strengths, weaknesses, opportunities and threats (SWOT) of the M&E and statistical system in Ghana. This SWOT analysis was used to inform the development of the JASMES.

**Table 3: Strengths, weaknesses, opportunities and threats to M&E**

<b>Strengths</b>	<b>Weaknesses</b>
<ul style="list-style-type: none"> <li>• Constitutional framework in place.</li> <li>• Rubrics of M&amp;E system exist, e.g. NDPC, M&amp;E guidelines, M&amp;E plans.</li> <li>• Multi Donor Budget Support Performance Assessment Framework has triggers and targets on M&amp;E and statistics.</li> <li>• MDAs and MMDAs aware of the importance of preparing costing M&amp;E plans.</li> <li>• Quality of MMDA M&amp;E plans is generally satisfactory.</li> <li>• Ghana Statistics Development Plan developed.</li> <li>• Many potential M&amp;E champions within and outside of government systems.</li> <li>• DPs provide financial and technical support to M&amp;E and statistical activities, mostly at sector level and specific household surveys.</li> </ul>	<ul style="list-style-type: none"> <li>• Commitment and utilisation of M&amp;E at various management levels in the public sector is poor.</li> <li>• M&amp;E and statistics capacity within MDAs remains low and the turnover rate of qualified staff is high.</li> <li>• Collaboration between NDPC and MOFEP is weak.</li> <li>• Release and disbursement of MDA's M&amp;E and statistics budget is less than 40%.</li> <li>• Use of M&amp;E data to inform performance, planning and budgeting is limited.</li> <li>• Not all MDAs have M&amp;E Units established and many are poorly resourced.</li> <li>• Lack of an overarching M&amp;E policy leads to diffusion of roles and responsibilities.</li> <li>• APR is seen by many as the overarching assessment of performance against GSGDA.</li> <li>• MDAs and NDPC focus on monitoring with little attention to evaluation.</li> <li>• Dissemination of data plagued by user unfriendly formats and communication.</li> <li>• Statistical literacy of media professionals and the public is poor.</li> <li>• Incentives and rewards for and using M&amp;E data are limited.</li> <li>• Demand for accountability from the civil society is limited. CSOs do not have M&amp;E systems to advocate for transparency and accountability.</li> </ul>

Opportunities	Threats
<ul style="list-style-type: none"> <li>• Busan Action Plan for Statistics and call for use of common results frameworks.</li> <li>• Results based financing is piloted in a number of MDAs in 2011.</li> <li>• Sector Working Groups in strong position to advocate for results management and adoption of consolidated results framework for sectors.</li> <li>• Decentralisation means more focus at district level where M&amp;E stronger.</li> <li>• Ghana Aid Policy and Strategy 2011-2015 lays out principles for improved donor behaviour.</li> <li>• Ghana has achieved middle income country status.</li> <li>• Recognition that there is a lack of data.</li> <li>• Simple surveillance systems to fill in data gaps at short intervals are introduced.</li> </ul>	<ul style="list-style-type: none"> <li>• Mandates, roles and responsibilities between different institutions (MDAs, NDPC, GSS and OOP) remain unclear.</li> <li>• Untrained media practitioners are interpreting statistical results incorrectly.</li> <li>• Overreliance on GSS survey and census for data with limited mechanisms for more regular data to inform annual performance assessments in place.</li> <li>• Support by DPs to M&amp;E is creates duplicate and parallel efforts.</li> <li>• Uncertainty that comes with elections – makes short term political and longer term possibilities unknown.</li> <li>• Data quality is important issue but is often neglected.</li> </ul>

Source: JASMES (2011)

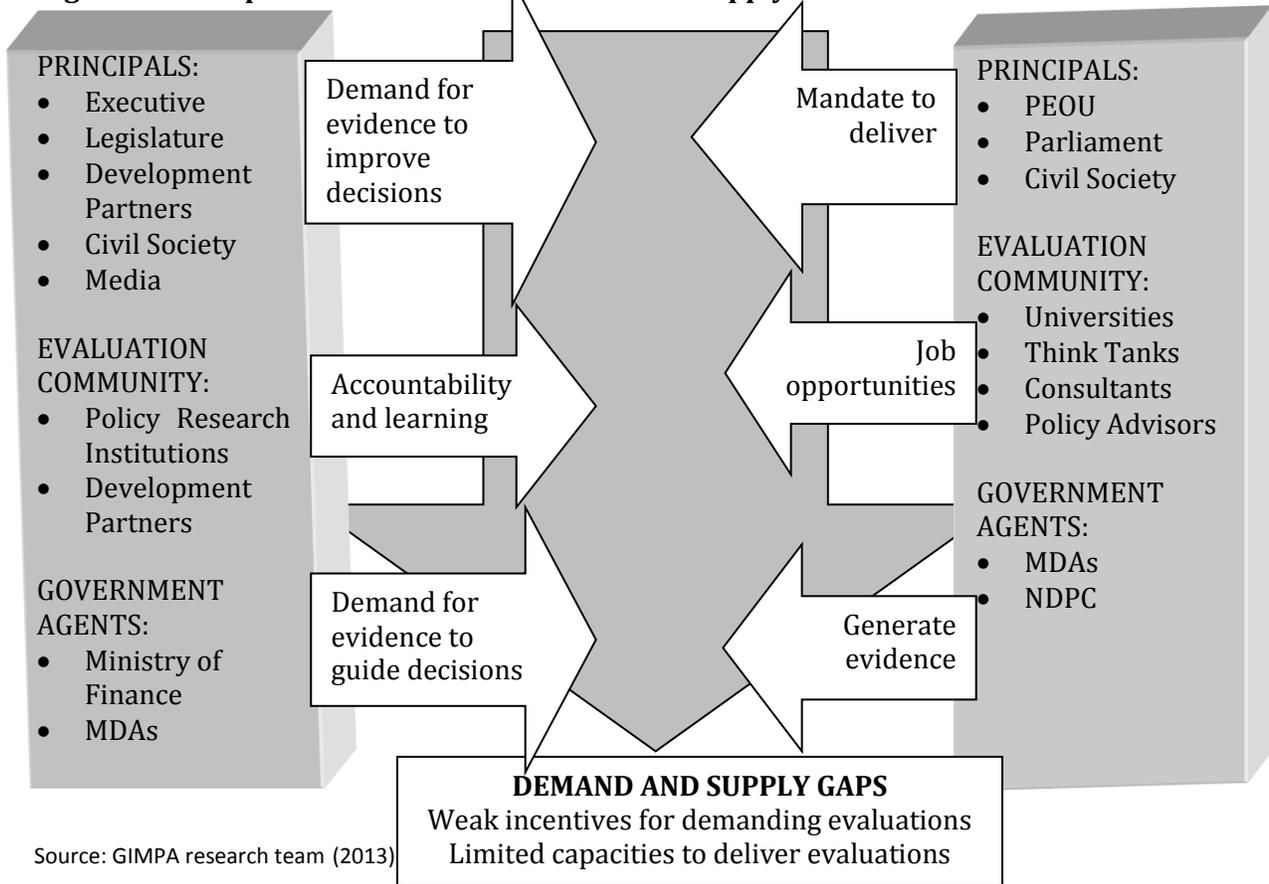
41. JASMES is based on four pillars considered fundamental to a successful M&E and statistical system: (a) intensive utilisation of M&E information in one or more stages of the policy cycle; (b) information that meets standards for data quality and evaluation reliability; (c) resilience of the system to survive changes in administration, government ministers, or top officials; and most importantly (d) leadership in the form of senior level commitment to M&E and statistics, to the use of information and to ensuring a sustainable system.
42. The JASMES would adopt a system-wide approach by focusing on the strategies required to enhance the national and sub-national capacities in M&E and statistics. Implementation of JASMES requires sustainable funding for M&E and statistics activities by MDAs. In preparing the 2012-2014 budgets MoF requested all MDAs to allocate between 2.5 to 3 percent of their resources to M&E (JASMES 2011). Stakeholders of JASMES have proposed the establishment of pool funds from government in the form of a lump sum payment and from DPs through the direct transfer of funds. Government can make contributions based on agreed annual work programme. The NDPC would be responsible for managing the pooled funds in close collaboration with Ghana Statistical Service. Interventions would focus primarily on the GSS, Office of the President (OoP), MDAs and MMDAs with the NDPC as focal point for coordination, monitoring and reporting.

### 3. MAPPING EVALUATION DEMAND AND SUPPLY IN GHANA

43. This section presents the mapping of evaluation demand and supply in Ghana. The mapping is guided by a conceptual framework represented in Figure 3. The framework includes drivers that tend to stimulate various agents to demand or supply evaluations in Ghana. The interactions among those who demand and those who supply evaluations then reveals

capacity gaps that if addressed could enhance effective demand and supply of evaluations in Ghana.

**Figure 3: Conceptual framework for demand and supply of evaluations in Ghana**



### 3.1 Principals

44. The analysis of principals includes the executive, parliament (or legislature), development partners and civil society. This group of stakeholders is placed together because they represent an array of the most important political actors who use and demand evaluation and are distinctive from government agents and evaluation agents.

#### The Political Executives

45. The executive arm of government is a major actual (or potential or latent)<sup>7</sup> source for demanding evaluations so as to provide evidence on the performance of various government policies and to distil lessons to guide policy review. In this regard, the Presidency established a Policy Evaluation and Oversight Unit (PEOU) in 2009 mandated to monitor and evaluate the implementation of the policies, programmes and projects of the

<sup>7</sup> In contrast to actual or effective, that is demand that is actually made, 'potential demand' is the demand that does not become actual because of lack of funding, whereas 'latent demand' is the demand of which there is no awareness but is latent in the sense that there is a need for evidence which could be translated into a demand (for more elaboration of these concepts, see the Inception Report of this study).

various MDAs with the view of generating evidence to guide appropriate decisions and actions that can deliver on the campaign promise of 'better Ghana'. The PEOU developed a web-based national data collection and analysis system that allows MDAs to regularly report on the status of the projects and programmes under the Better Ghana Agenda. This data system is called the Evidence Based Performance Management System (EBPMS) was aligned to the political priorities of the government. Some key informants expressed reservation that these priority areas of government, which are the focus of PEOU, may be for political expediency and not necessarily linked to a long-term national vision. The PEOU was also noted to have inadequate technical personnel to effectively deliver on its mandate.

46. Since February, 2013, the government appointed a Senior Policy Advisor to the President, who is considered to be doing similar work to PEOU. Some informants expressed their suspicion that the appointment of a Policy Advisor to the President was a ploy to side-line PEOU, due to government discomfort with PEOU operations. The situation with the development of the PEOU is evolving as the new President develops his executive framework. These suspicions may have merit in view of the recent complaints by PEOU of lack of resources to undertake its policy evaluation and oversight activities and non-cooperation from some MDAs in providing relevant data. It is surprising that a unit like PEOU placed under the Office of the President should lack resources or power to undertake its work. Furthermore, the NDPC is also expected to provide evaluation feedback on various government policies and programmes to the Executive, which is similar to the role of PEOU. Amoatey (2012) reported of consensus among the key informants interviewed that, over the years there are growing concerns and confusion about the conflicting roles between PEOU and the NDPC. There is clear need for harmonisation of work and roles between PEOU, the Policy Advisor to the President and NDPC.
47. Furthermore, something remarkable in Ghana, in comparison with other SSA countries, is the evolution of a set of restrictions imposed on the Executive (Fosu 2013). Even though power is legally and constitutionally concentrated in the hands of the executive branch in general, and the president and the governing political party, the situation has evolved during the years towards a more diffuse power. This implies higher requirements for evidence-based decision-making at the decentralised levels and additional evaluation capacities.

### **The Legislature**

48. Parliament is legally mandated to approve budgets and authorise spending as well as demand accountability for the results generated through the spending of tax-payers' money. The 1992 Constitution states that Parliament has full control over public finance. The Parliament of Ghana is increasingly demanding accountability from some MDAs as the various sub-committees of Parliament occasionally visit projects of national importance to assess progress. Various Ministers have also been called to Parliament to give account of specific aspects of their work. Furthermore, the Public Accounts Committee (PAC) of Parliament makes use of Auditor-General (AG) reports in mounting public hearings on irregularities identified in the report. However, issues such as the misapplication of funds recurring over the years suggest limited impact of the work of the PAC.

49. For example, in the transmittal letter included in the *Report of the Auditor-General on the Accounts of District Assemblies for the financial year ended 31 December 2011* to the Honourable Speaker, Office of Parliament, dated 28 December 2012, the Auditor-General wrote

*I had in my previous reports on the Management and Utilisation of the DACF, recommended to the Honourable Minister of Local Government and Rural Development to set up effective monitoring and follow-up mechanisms to track actions to be taken on my conclusions and recommendations in my audit reports and management letters (...) I wish to reluctantly conclude that the increased and widespread instances of malfeasance and mismanagement of the finances and resources of the Assemblies by public officials as portrayed in my current report under review may be indicative that the Ministry has not significantly implemented the admonitions and recommendations in my previous reports .*

It is worthwhile to mention the finding of Betley, Bird and Gharety (2012) that training of the media in the role of the PAC and the broadcasting of PAC hearings on radio and TV served to generate significant public interest and, consequently, to raise the standard of the proceedings (although not necessarily follow-up), as this can be one of the areas in which ECD could focus in Ghana and other countries.

50. Despite various efforts by Parliament to demand accountability from the Executive, the response has been weak and Parliament on its own has not commissioned evaluations to generate evidence that can strengthen their demand for accountability. This may be attributed to insufficient awareness among parliamentarians on the role of evaluation in holding the Executive accountable. In this regard, Parliament has a latent rather than actual demand for evaluations in Ghana. Further progress could be made by interventions that could awaken Parliament's demand for evaluations into an active one where they could directly commission evaluations on issues whenever necessary.
51. Key informants during this study indicated that the demand for evaluations from political leaders is weakened by the growing tendency of some political leaders to maintain their political power through vote-buying rather than through an ability to deliver development results that can convince the electorate. These continuing tendencies stand in tension to the growing demands for accountability and performance from the public.
52. Parliament has a latent (rather than an actual or potential) demand for evaluation. The Parliamentary Committee on Public Accounts, for example, could benefit from commissioning evaluations on different topics given a Constitutional provision which entitles the Parliament to request NDPC to undertake evaluations of policies. Their presentations are televised and the press reports on them. The work that STAR Ghana (Strengthening transparency accountability and responsiveness in Ghana) has been carrying out with parliamentarians can be complemented with developing awareness that evaluation is a source of evidence for their committees, thus transforming their latent demand for evaluation into an effective demand.

## Development Partners

53. Most of the evaluations in Ghana have been conducted by, or on behalf of, development partners, driven by their own requirements to evaluate operations supported by them. The triggers in multi donor budget support have become an incentive driving evaluations, but so far the involvement of Ghanaian evaluators in managing or conducting these evaluations/joint reviews have been rather symbolic. The development partners' commitment to use and strengthen country systems (including evaluation systems), could have been a potential incentive, but so far there is consensus among respondents that donor have not been using existing local capacities for conducting or managing evaluations.
54. The major group of stakeholders who demand evaluations in Ghana are the development partners. Key development partners in Ghana include World Bank, DFID, UNDP, FAO, GIZ and STAR-Ghana. Development partners have taken the initiative, and the lead, in most of the evaluations that have been carried out in Ghana. The key motivation for evaluations of the projects they support is to comply with their own accountability and learning requirements. However, if care is not taken to ensure that there is Ghanaian involvement and ownership in these evaluations, it is unlikely that they will be actually used by the country.
55. In fact, there is no updated repository or inventory of evaluations carried out by development partners in Ghana. The Ghana M&E Forum (GMEF) had a good initiative in elaborating such an inventory but it was interrupted in 2010 due to financial resource constraints to continue performing this function. The GMEF repository can be complemented by the Ghana evaluations included in the Organisations for Economic Cooperation and Development Development Assistance Committee (OECD-DAC) evaluation resource centre<sup>8</sup>.
56. The study on 'Resources Spent on M&E and Statistics' (NDPC 2011) provides an estimate of the support offered by development partners for developing M&E capacity in Ghana. However, the appendix included in that document on available funding alerts in a footnote that "these figures should be interpreted cautiously as they may not represent actual amounts allocated to M&E and statistics" (NDPC 2011: 87/97). In fact, of the 42 programmes supported by development partners listed in the 7 pages of the appendix only one is related to evaluation, the JICA programme (discussed later). The rest are unrelated to evaluation.

## Civil Society Organisations

57. A major CSO involved in evaluation is the Ghana Coalition for Extractive Industries (GCEI) whose focus is in tracking and advocating for transparent management of the extractive industry in Ghana. GCEI periodically engage experts to evaluate aspects of the extractive industry so as to generate evidence that could strengthen their advocacy agenda.
58. The Trades Union Congress (TUC) of Ghana is another CSO that has been advocating for evaluations of some government programmes. For example, the TUC Policy Bulletin (June

---

<sup>8</sup> See <http://www.oecd.org/derec/bycountry/ghana/>.

2013) made a strong call on government to undertake an evaluation of the Ghana Youth Employment and Entrepreneurship Programme (GYEEDA). This led government to commission an independent investigation into GYEEDA which revealed some perceived acts of corruption, which is currently being investigated by the Government. This illustrates the need to clarify the distinction between evaluation and audits/investigations). The TUC has practically no capacity to undertake evaluations (even though in its area there is a potential supply from the ILO, about which they are not aware).

59. There are national and community-based NGOs in Ghana that undertake various development projects with funding support from donors. As a means of demonstrating results and accountability to their donors, these NGOs periodically commission evaluations of their projects. Major NGOs in Ghana who occasionally commission evaluations of their projects include CARE Ghana, PLAN Ghana, JICA, IBIS, World Vision, and Action Aid. Discussions with some of these NGOs revealed that they have a strong commitment to implement the recommendations from the various evaluations they commission since there is an incentive for them to improve their performance through uptake of the recommendations to secure funds. Furthermore, CSOs can contribute to holding government agencies more accountable and responsible for the delivery of goods and services as well as exposing malpractices. However, the capacity for CSOs to demand such accountability based on evidence generated from evaluations is weak.
60. The positive interests of civil society organisations in knowing and improving the results of policies, programmes and projects, and holding public officers accountable for those results and for learning from implementation, can become an important source of demand for evaluation, which development partners can contribute to strengthen, complementing these efforts with the promotion of country-led evaluations, following up on their Paris Declaration and subsequent commitments. Making progress in these fronts would contribute to country ownership and use of evaluation results to enhance accountability and learning
61. An illustration of evaluative work done on behalf of PLAN Ghana is shown in Box 1.

**Box 1: Plan Ghana evaluation of improved cook stoves**

Quality evaluation work (applying a theory of change and implementing a randomised control field trial) was done in Ghana on a relevant issue (an improved cook stove programme) in 2009 on behalf of Plan Ghana (Burwen and Levine 2012). The cook stove programme is an innovation which attempted to reduce the fuel needs of the rural population and achieve better health, as part of the fight against global climate change.

The conclusion of the evaluation was that even when used, the new stoves did not reduce fuel use or exposure to emissions by a large amount (if at all).

*“By identifying whether a stove project has substantial impacts or not, the approach should prove useful for non-profit organisations and others attempting to discern whether or not a stove project is cost-effective at achieving its goals. The reductions in wood use we found are insufficient to warrant scaling up the stove building programme, at least using the current design of the stove and its roll-out programme”.*

The evaluation was done by two researchers from the University of California, Berkeley, without any substantive participation of Ghanaian evaluators. It could have been an opportunity to involve Ghanaian evaluators and/or researchers, and this may have facilitated the dissemination of an evaluation potentially useful but practically unknown developing Ghanaian ownership of the evaluation.<sup>9</sup>

### 3.2 Government Agents

62. The major government agents who demand (and sometimes supply) evaluations are the ministries, departments and agencies. In Ghana, most of the M&E work of MDAs had to do with monitoring, and evaluations were donor-led, to comply with donors' requirements. Furthermore, the amount of resources allocated to (and by) MDAs for evaluation was very limited: the baseline study on resources spent on M&E and statistics indicates that evaluation accounts for a small proportion of M&E expenditure, 3% in 2009 and 1% in 2010 (NDPC 2011: 13).
63. All the Ministries in Ghana are expected to establish Policy Planning and Monitoring and Evaluation departments which, among other things, are expected to undertake monitoring and evaluation to generate evidence to guide policy and design of interventions within the various Ministries. These PPMEDs do more monitoring than evaluations. Indeed, most of these PPMEDs do not have the requisite capacity to undertake rigorous evaluations. They do however prepare annual progress reports (often limited to implementation issues) and occasionally commission consultants to undertake mid-term or end of project evaluations of specific projects under their respective ministries funded by donors. There is also disparity among the various PPMEDS in their capacities to deliver on their mandate.
64. An illustration of evaluation supply, combined with ECD, is the Evaluation of the Guinea Worm Eradication Programme led by the PPMED of MoF and representatives of other MDAs is provided in Box 2.

#### **Box 2: Evaluation of Guinea Worm Eradication Programme**

Guinea worm disease is a parasitic disease transmitted to the host through drinking or coming into contact with water infected with water fleas. Work in the 1980s showed that there were about 180 000 cases of Guinea Worm Disease (GWD) in Ghana, ranking the country second after Sudan. It takes about a year for the disease to present itself after the parasite infects the victim. The disease manifests itself with a painful, burning sensation as the female worm forms a blister, usually on the lower limb.

Earlier reports indicate that because there are no drugs or vaccines to combat the disease, preventing transmission is the best means of elimination and control. Preventive measures include educating the community about the risks of allowing infected persons to enter sources of drinking water, such as open wells or ponds; building walls or other barriers around water sources to prevent entry; filtering drinking water through a nylon filament or something similar; providing safe sources of water supply, such as capped wells or catchments with pumps; and

---

<sup>9</sup> Perhaps due to its negative findings (which are nevertheless valuable to improve future designs), the evaluation is not posted in the commissioning organisation's website (<https://plan-international.org/where-we-work/africa/ghana/>).

using temephos for chemical control. The effect of the GWD included closure of schools in endemic communities due to large numbers of students being afflicted, farmers were unable to tend their fields, and families became further entrenched in dire poverty. Estimated losses in annual productivity in Africa ranged between US\$300 million and US\$1trillion by the end of the 1980s. In Ghana, the disease became an important issue because it affected fertile lands and farm productivity. For example, it affected three of the highest yam production centres in the northern region of Ghana.

In response to the negative effects of the disease, many organisations including the Carter Centre, WHO, JICA and UNICEF collaborated with the Government of Ghana to establish the Ghana Guinea Worm Eradication (GWE) Programme. The key implementation strategies included (1) health education; (2) use of filters; (3) vector control; (4) direct advocacy with water organisations; and (5) increased efforts to build safer hand-dug wells.

JICA conducted an evaluation of a GWE eradication project which provided an opportunity to sharpen the evaluation skills of trained Ghanaian professionals. The Joint Project was evaluated in 2011 by a team including JICA consultants and Ghanaian professionals. The evaluation report showed that the GWD eradication programme was successful and the key contributory factors included community involvement, strengthening surveillance and alignment to national programmes. This evaluation contributed to the institutionalisation of M&E in health programs across the country as most of the funding from JICA was linked to districts having M&E units or personnel to monitor programme outcomes. Furthermore, in 2009, JICA supported the establishment of a two-year programme to strengthen the M&E capacities of the MoF and selected MDAs. Two categories of officials were trained under the project. The basic group was trained in M&E while the core group was trained as trainers of trainees. Having completed their training, the core group members were assigned to conduct the ex-post evaluation of the JPGWE as technical cooperation by the JICA. The purpose of the ex-post evaluation exercise was to sharpen the skills of the core group in the selected MDAs. It is to be noted that the Terms of Reference of this evaluation stated that “the evaluation is part of a pilot exercise meant to enable the Core Team of the Strengthening the M&E Capacity of the MoF and other MDAs to conduct an ex-post evaluation of the Guinea Worm Eradication Project in Ghana”. The evaluation report was used for the certification of Ghana as a guinea worm-free zone. Although most of the M&E trainees do not currently work on M&E, the approach followed, combining training, study tour and opportunity for practice in conducting an actual evaluation, is a useful approach that with an appropriate selection of trainees could yield a higher benefit cost ratio.

Source: JICA (2011)

Ghana’s Constitution mandates the National Development Planning Commission (NDPC) to coordinate the planning, monitoring and evaluation of national development policies and programmes. However, NDPC has limited capacity in terms of staffing and resources to effectively deliver on its mandate. For example, out of the twenty (20) technical staff within NDPC, only five (5) are in the M&E division (NDPC, 2012). Furthermore, out of the NDPC budget of GH¢ 429,394 in 2009, only 14% was spent on M&E activities (NDPC, 2011). In contrast, the 2009 expenditure on M&E by Parliament and the Office of the President was GH¢ 1,883,168 (\$1.2 million) and GH¢ 2,301,425 (\$1.55m) respectively (NDPC, 2011). Even though the mandate of NDPC for M&E is broader than that of Parliament and the Presidency, NDPC receives less budgetary allocation.

65. Informants attributed the weak capacity of NDPC to the politicisation of the organisation over the years. They cited examples of change of key personnel at NDPC with any change of government, apparently to ensure that NDPC follows the priorities of the government of the day. Despite these limitations, NDPC demands M&E reports from various MDAs, including the District Assemblies to enable them compile an annual composite progress report on the GSGDA which is the framework guiding national development. However, NDPC's annual reports are based on monitoring of interventions rather than on evaluations. NDPC's mandate also allows it to undertake evaluation based on request from the Executive. However, there is no evidence of any evaluations commissioned or conducted by NDPC. The NDPC has recently developed an M&E Manual to guide and enhance the M&E function of various MDAs and districts.
66. The Ministry of Food and Agriculture (MOFA) has over the years engaged consultants to undertake evaluations of their projects. For example, in 2003, GIMPA Consultancy Services was engaged by MOFA to undertake an evaluation of their Roots and Tuber Programme (RTIP). The evaluation found that even though the new variety of cassava introduced by MOFA had high yield, there were no marketing avenues to absorb the increased supply of cassava. The recommendation for cassava market development was taken up leading to the next phase of the programme focusing on cassava processing and marketing which resulted in improved incomes to farmers. However, that evaluation was an exception. At MOFA M&E is weak, and practically no evaluation is government driven. It is worthwhile to mention that support from European Union (EU) was provided to MOFA to strengthen their capacities in M&E, including an expert posted in the ministry for 2 years. But at best this support led to better monitoring. There is no demand for evaluation (not even for M&E) from the top level of the Ministry. The weak MOFA capacities for evidence based analysis and evaluation related themes are considered in detail in the USAID/LEAD (2013).
67. The Ministry of Health has been implementing various donor supported programmes like the Guinea worm control project and the malaria control project. The Ministry engaged independent consultants to evaluate these projects. These evaluations were commissioned to comply with donors' requirements. The review of the Health Sector in Ghana, coordinated by the PPME department listed several of these evaluations. With respect to monitoring and evaluation, the review pointed out that to better promote and support decentralisation the capacity of central and regional levels for M&E has to be strengthened. This applies to human resources, systems and instruments. This activity could build on several important initiatives, such as M&E and performance assessment, adopted in recent years and adapted to a decentralised system. The key objective is to enable these systems to produce reliable information at the district level. Finally, the review also recommended strengthening capacity for monitoring and evaluation at central and regional levels (Saleh 2013)
68. Since 2007, the Ministry of Local Government and Rural Development has been conducting performance evaluations of Metropolitan Municipal and District Assemblies (MMDAs) using a Functional Organisational Assessment Tool (FOAT). FOAT measures the performance of MMDAs against some defined criteria and indicators and cash rewards are given to those MMDAs that perform well. This has been a strong motivation for many MMDAs to improve

their performance over the years so as to obtain the reward. FOAT is discussed in detail in Box 3.

### **Box 3: The Functional Organisational Assessment Tool**

As part of its efforts to improve the performance of the District Assemblies, the government of Ghana, with support from development partners, introduced a performance based grant system since 2006. Under the system, the District Assemblies are assessed on agreed indicators on a yearly basis using the Functional Organisational Assessment Tool (FOAT). The indicators for assessment indicate compliance with the legal and regulatory framework as well as levels of delivery on their mandate. The indicators usually assessed under FOAT include the following (MLGRD, 2013): (a) coherence of district development planning, in terms of linkage with situational analysis and good budgeting; (b) annual percentage increase in internally generated funds; (c) amount of internally generated funds used for development projects; (d) transparency and openness in financial management; (e) level of adverse findings or financial irregularities from Audit Services; (f) procurement planning and management; (g) human resource management; and (h) relationship with sub-district structures.

Independent consultants are hired every year to conduct the assessment of all the 271 MMDAs in the country. Assemblies that perform well in the FOAT assessment are rewarded with financial resources from the performance based grant system established by the MLGRD and DPs. Those Assemblies that do not perform well are given capacity building support, based on identified capacity gaps, to ensure enhanced performance.

Since a uniform tool is used to assess all the districts annually, it has become a basis for inter-district comparison. It is common to hear managers of well performing districts publicly boast of their good performance. There have also been instances for citizens of a district to call for the removal of the District Chief Executive when they fail to qualify during the FOAT assessment. The incentive attached to good performance in the form of financial rewards and image bolstering in the eyes of citizens and peers is a strong incentive for districts to implement recommendations from the assessment team. The fear of agitation by citizens for the removal of non-performing District Chief Executives is also a strong disincentive for bad leadership. Even though FOAT is not a rigorous evaluation tool, it is a form of performance evaluation system which employs carrots and sticks to ensure uptake of recommendations. The recommendations are taken seriously and guide subsequent decisions and actions. The other lesson from the FOAT system is the latent power of citizens in demanding results or improved performance from their leaders. When such latent citizens' power is activated through sensitisation, it could be a strong force to enhance the demand and supply of evaluations towards improved performance by leaders at all levels.

FOAT has contributed significantly to improved performance of many District Assemblies over the years. For example, analysis of records from the FOAT secretariat revealed that in the Northern Region, the number of MMDA's which complied with the various assessment areas increased from 33% in the 2006 FOAT to 85% in the 2008 FOAT (Engineers without Borders, 2010).

FOAT is seen as a better performance tool for decentralised M&E compared to the systems developed by NDPC and the PEOU. FOAT findings are viewed as more credible because the assessment is undertaken by independent consultants for the entire population (of districts) rather than a sample. The FOAT is well respected by district administrators because the findings are actually used in making supplementary budgetary decisions.

The limitation of FOAT is its emphasis on compliance to rules and procedures rather than questioning the appropriateness of these rules, as expected in effective evaluation processes. Besides, FOAT does not distil lessons that can feed into national policy decisions, thereby limiting its value. But it has potential for learning and identifying critical success factors in those districts that perform better. It may be desirable for the instrument to include results and explore the possibility of extending the assessment to cover MDAs.

69. The MoF (until recently Ministry of Finance and Economic Planning) is expected to ensure that MDAs are held accountable for the use of financial resources, demanding evidence from MDAs to demonstrate effective use of budgetary allocations based on which subsequent budget provisions are made. In this regard, the MoF tend to push MDAs to generate the evidence that can support annual budget allocation as well as feeding the M&E information into policy formulation and implementation. However, the capacity of these MDAs to undertake effective evaluation, as indicated in the preceding paragraphs, is weak and the evaluations are not implemented (except those that are donor-led).
70. The Ghana Statistical Service (GSS) undertakes nationwide surveys, which are used to track the performance of development indicators like poverty levels and employment status of population, allowing for comparative analysis over the years to generate evidence of the development performance in the country. Such evidence feeds into various planning and decisions by both government agencies and development partners, and also by the private sector. Through the JASMES initiative, GSS capacity will be built to provide improved access to high quality data by members of the public or non-governmental organisations. Furthermore, GSS sometimes provides technical support, particularly on sampling, to various consultants or agencies undertaking evaluations. In this regard, GSS indirectly participates in the elaboration of evaluations.

### **3.3 Evaluations Agents**

71. The various agents who are related to the supply evaluations may be grouped into four (4) categories: (1) consultants; (2) universities; (3) research institutions and think tanks; and (4) voluntary organisations of professional evaluators (VOPEs). The major agents in each of the above categories will be discussed in subsequent sections, highlighting the extent and type of their evaluative work and the driving forces underpinning their services.

#### **Consultants**

72. There is a growing number of individual consultants and consultancy organisations that have been undertaking evaluations or related work on projects, programmes and policies. Among the organisations some that can be mentioned are the Centre for Democratic Development, Innovation for Poverty Actions (IPA), KPMG, Ernst & Young and GIMPA Consultancy Unit. The financial incentives associated with evaluation are the major driving force for these consultancy organisations to seek opportunities to undertake evaluations or related work (see Appendix A for an inventory of evaluations conducted by some consultancy organisations in Ghana).

## Universities

73. There are currently eight public universities in Ghana and plans are quite advanced to establish two more in Ho and Sunyani. Additionally, there are seventeen private universities. The University of Ghana is the oldest and largest with student population of 29,754 ranging from bachelor to PhD levels. The University is endowed with highly qualified teaching and research staff thereby presenting great opportunities to conduct various evaluations. The 2011 basic statistics of the University of Ghana revealed that out of the 654 teaching and research staff, 412 of them (63%) have PhDs and 242 (37%) have Masters degrees. In addition, the average number of PhD students graduating annually is 37 and the average number of Masters students graduating from the university annually is 658 (University of Ghana, 2011).
74. Generally, the public universities are more endowed with research capabilities than the private ones. Apart from the Faculty members undertaking research work in the various Schools and Faculties, most of the public universities have specialised research centres. For example, the University of Ghana has four research institutes or centres that conduct research to feed into policy. These are the Institute of Statistical Social and Economic Research (ISSER); the Nuguchi Memorial Medical Research Centre; Regional Institute for Population Studies and the Centre for Social Policy Studies. Indeed, ISSER in partnership with the University of Carolina conducted an impact evaluation of the Livelihood Empowerment against Poverty Programme (LEAP) in 2012, which led to a review of aspects of the LEAP programme. Again ISSER evaluated the implementation of the Paris Declaration on Aid Effectiveness in Ghana in 2010.
75. Interviews conducted with some researchers at the University of Ghana expressed concern over low government funding for research work. Consequently most of the research work in public universities is conducted with donor funding or in collaboration with other external universities who tend to dictate the research focus which may not be consistent with national research priorities.
76. A World Bank study in 2001 reviewed selected Ghanaian institutions to identify their strengths and weaknesses in M&E, assess their ability to provide quality training as well as undertake consulting work for government, civil society and the private sector. The institutions were: 1) the Ghana Institute of Management and Public Administration (GIMPA); 2) ISSER at the University of Ghana; 3) the School of Administration at the University of Ghana; and 4) the Department of Planning of the University of Science and Technology (UST) (World Bank, 2001). Some of the key findings of the assessment are provided in Table 4.

**Table 4: Assessment of selected Ghanaian Institutions Supplying Evaluation**

	<b>GIMPA</b>	<b>ISSER</b>	<b>School of Administration (Univ. of Ghana)</b>	<b>Department of Planning(KNUST)</b>
Areas of Strength in M&E Training	Impact evaluation Performance indicators Policy monitoring Programme evaluation with a specific application for the NGO sector  Results-based Management	Quantitative and qualitative analysis Design of survey/questionnaire instruments Statistical analysis Performance indicators	Fiscal audits	Baseline surveys Quantitative analysis Statistical sampling Questionnaire design Cost-benefit analysis
Consulting strengths	Programme evaluation for NGOs Policy analysis and evaluation	Impact evaluations Studies and research Surveys Feasibility studies Baseline studies	Strategic planning Implementation of financial systems	Baseline studies Ex-ante evaluation Feasibility studies
Major Clients	Public, Private and NGO sectors	Public, Private and NGOs	Mostly private Declining Public sector clientele	Public sector (District Assembly) NGO

Sources: Adopted from World Bank (2001) and (GIMPA Team, 2013)

### **Research Institutions and Think Tanks**

77. Independent research institutions and think tanks like the African Centre for Economic Transformation (ACET), IMANI Ghana, Institute of Economic Affairs (IEA), and the Center for Policy Analysis (CEPA) occasionally undertake evaluations or policy research to generate evidence and propose policy alternatives to government. Key informants lamented that the uptake of these research outputs by policy makers is generally weak due to the polarised partisan political climate and that these research outputs have been unsolicited thereby weakening sense of ownership and commitment to take them on-board in policy decisions. Nevertheless the work of these research institutes and think tanks is often recognised in public debates and reported in local media.

78. The African Centre for Economic Transformation (ACET) is an economic policy institute that undertakes policy analysis, evidence-based advocacy and advice to African governments to enable them formulate and implement good policies and strengthen public institutions towards accelerated development. The Headquarters of ACET is based in Accra and has a core staff of 30 personnel from 8 African countries. ACET has undertaken analytical research in areas like foreign direct investment (FDI) inflows; export promotion policies and

strategies; and education and skills development. In 2010 the AfDB engaged ACET to undertake analytical studies to generate evidence to guide the Bank in its efforts to promote economic integration among the 15 nations of the Economic Community of West African States (ECOWAS).

79. IMANI Ghana is a public policy research and advocacy organisation. In 2010, Foreign Policy magazine ranked IMANI Ghana as the 5th most influential think tank in Africa. Based on the various policy research conducted, IMANI Ghana has often issued public statements and provides policy alternatives to government on various issues like the proposed sale of International Commercial Bank to the First National Bank of Nigeria; as well as the failure of the Ghana Food and Drugs Board to effectively implement its policies leading to sub-standard drugs in Ghanaian market (IMANI, 2013).
80. The Institute for Economic Affairs (IEA-Ghana) was established in 1989 with a mission to promote good governance, democracy and a free and fair market economy. Over the years, IEA-Ghana has served as a centre for policy analysis and public education on issues related to Ghana's economy, good governance and democracy. For example, during the preparation of Ghana's Oil Revenue Management Bill, IEA made recommendations that were taken into account. Also the Institute is often asked by the Ministry of Finance and Economic Planning to contribute to the national budget preparation process and the review of government contracts. During the 2012 elections in Ghana, the Institute was actively involved in supporting the democratic process by organising the presidential and vice-presidential debates, as well as voters' education and election observation. IEA-Ghana has a core staff of 19 and produces a series of monographs on various economic policy issues, and a new peer-review journal, called the *Ghana Policy Journal*. In addition, the Institute published an Annual Economic Review and Outlook of Ghana in 2007.
81. The Centre for Policy Analysis (CEPA) was established in 1993 as an independent, non-governmental think-tank, which provides rigorous analysis and perspectives on economic policies and poverty reduction issues in Ghana. Over the years, CEPA has conducted research in areas such as fiscal and monetary policy, trade policy, industrial policy, the social sectors, and agricultural policy, based on which policy alternatives are proposed. The Centre holds seminars and workshops to share its findings with Ghanaians and the wider international community.
82. Innovations for Poverty Action (IPA) is an American-based non-profit organisation operating in Ghana and other African countries, conducting randomised impact evaluations, with the involvement of Ghanaian researchers. For example, in 2012, IPA was engaged by CARE Ghana to evaluate Village Savings and Loan Associations in Northern Ghana. IPA was also engaged by SNV to evaluate the efficacy of School Based Financial Education Programmes with Children in Ghana
83. Ghanaian independent think tanks could become leading actors in conducting evaluations in Ghana. However, most of these think tanks and research institutes have inadequate technical personnel to undertake evaluations should demand increase quickly.

## **Voluntary Organisation of Professional Evaluators (VOPE)**

84. The main VOPE in Ghana is the Ghana Monitoring and Evaluation Forum (GMEF), a VOPE supported by UNICEF, which acts as an interface between supply and demand for evaluations. Since its establishment in 2008, membership has grown from 15 to about 150 in an informal network within the past five (5) years. Official members (dues paying) currently stands at 75. As a body of various evaluation practitioners, who are convinced of the importance of evaluations, and who have a direct professional interest in evaluations, GMEF is able to advocate and draw attention of some organisations on the need for them to undertake evaluation of their initiatives. In this way GMEF contributes to activating latent demand for evaluations, hosting important events with the purpose of nurturing evaluation demand, including one in the northern region of Ghana. At the same time GMEF periodically organises training programmes to enhance the capacity of M&E practitioners thereby growing the supply side of evaluations. GMEF has in the past organised 1 to 2 day fora to share evaluation best practices and discuss current evaluation topics (such as impact evaluation), thereby strengthening the community of evaluation practitioners in Ghana. It is currently undertaking the preparation of a feasibility study for a Master's in Evaluation with the University of Ghana.

## **4. PATHWAYS, OPPRTUNITIES AND CHALLENGES**

85. This case study has assessed the conditions under which latent and potential demand for evaluation is generated, the range and capacity of entities supplying evaluation services, existing gaps in evaluation capacity in the public sector and the areas in which supply can be strengthened to meet demand. This study has shown that there are currently active, latent and potential demands for evaluation from different principals and agents. The mapping exercise conducted and presented in Chapter 3 indicates that there are challenges as well as opportunities for evaluation capacity development in Ghana. This section discusses deficits in evaluation supply and demand and proposes potential areas for evaluation capacity development.

### **4.1 Demand**

86. This section discusses the identified gaps or challenges with respect to latent and potential demand for evaluation in Ghana. There is latent demand for evaluation for policy making at both the executive and legislative levels of government. Development partners and civil society organisations have demonstrated actual demand for evaluation and have been active in supporting evaluation capacity development of public sector institutions as well as other non-state actors.

87. This study has revealed that actual demand for evaluation from the executive has been very limited. The activities of PEOU have been limited to monitoring of programmes and projects rather than evaluations which could be used to inform policy.

88. The latent demand from the executive and parliament is mainly due to the following reasons: (a) lack of awareness that evaluation can provide relevant evidence. This then leads to lack of actual demand for evaluations; (b) lack of adequate capacities to

commission and to conduct evaluations across many MDAs, legislatures and CSOs though potential exists; and (c) lack of adequate budgeting allocations for evaluations compared to monitoring of activities. As stated in NDPC (2011) “monitoring activities accounts for approximately 63% of the total expenditure on M&E. This is followed by capacity building (25%). Publication accounted for 6% while planning and evaluation accounted for only 3% respectively”. In general, that report shows that funds allocated to M&E are low, and particularly low for evaluation.

89. One approach to driving demand for evaluation by both executive and legislative is the development of national evaluation policy. Ghana currently has no evaluation policy that provides a clear and coherent institutional framework for evaluation within the public sector. The Presidential Advisor is undertaking work in the Office of the President in developing an evaluation policy for Ghana. The guidelines will define roles and responsibilities of stakeholders, as well as content definition and conditions for commissioning, managing and using evaluations. This could be an area for ECD support, to clarify government policy direction and framework for monitoring and evaluation at the Presidency.
90. Development of a country evaluation policy can be done using two approaches. First, to develop an evaluation policy, as has been done by South Africa, with a clear definition of roles and responsibilities. It could be a Cabinet approved policy, rather than passing it through Parliament, to avoid further delays. Second, to complete the regulations considered, but not developed, when NDPC was established.
91. Parliament, by its constitutional mandate, is expected to hold government and its agents accountable on how public funds are spent. The Public Accounts Committee (PAC) of Parliament makes some use of AG reports to call government agents and political office holders to account, but there has been limited follow-up. Currently parliament lacks the capacity to commission evaluations on its own.
92. Development partners can support capacity development of parliamentarians’ research assistants and perhaps also a sort of parliamentarians evaluation support unit (PESU). Parliamentarians have a strong demand for accountability, which is a latent demand for evaluation. STAR Ghana has been doing valuable work with parliamentarians which could be further supported. The African Capacity Building Foundation (ACBF) is one institution that can support such an initiative. ACBF is instrumental in capacity development within the South African Development Community (SADC) Parliamentary Forum by funding an M&E officer position at the SADC Secretariat. The M&E officer assists parliament with the design and implementation of an M&E system.
93. The AG’s office staff is mostly compliance oriented, and they could strengthen their capacity to undertake performance audits. This could be another area for ECD support, taking into account international experiences and considering incentive schemes compatible with Ghanaian policies.
94. The evaluation capacities of PPMED are very limited. Some MDAs do not have functional PPMEDs, and where they exist, their activities have been limited to routine data collection

and activity reporting. Under the JASMES programme, Government and development partners have committed to support ECD in the public sector. Planned capacity building programmes must place greater emphasis on evaluation capacity development. One of the key ECD initiatives could be evaluations funded by donors involving PPMEDs in managing and Ghanaian evaluators in conducting the evaluations.

95. There are some promising opportunities for making ECD progress at the sub-national level: the decentralisation process is strong and maturing. Statistical services are being decentralised and there is an Institute of Local Government Studies which includes among its activities, training on district level project planning, monitoring and evaluation. In addition, there is an ongoing World Bank US\$ 175 million Local Governments Capacity Support project which aims to improve citizens' engagement. The project is developing capacities of urban district assemblies, which could include monitoring and evaluation capacities (that may be linked to the decentralisation of the statistical services).
96. Most evaluations in Ghana have been commissioned by development partners and conducted by agents of these development partners. The key motivation for development partners calling for evaluations of the projects they support is to comply with their own requirements to conduct evaluations of the operations they support, both for accountability and for learning. Utilisation of these evaluations by the executives, legislature and government agents has been limited.
97. There is a strong need for support to develop a country-led evaluation system. The government could take an active role in requiring donors to follow their Paris Declaration/Accra Ratification/Busan Forum commitments to use country systems, which would be a way to contribute to strengthen these systems through learning by doing. Supporting this active role could be one of the key ECD lines of work in Ghana and other countries, helping to transform the proliferation of development partners' different requirements for conducting evaluations into an opportunity to strengthen country systems, taking into account donors' commitments and funds.
98. In Ghana civil society organisations have been identified to potential of acting as principals to conduct and commission evaluations. Activities of most CSOs in Ghana are actually funded by development partners. If their capacities are adequately developed, CSOs have to potential to both conduct and commission evaluations especially at the decentralised levels of government. STAR Ghana has been supporting evaluation capacities of CSOs in Ghana mainly through training.

## **4.2 Supply**

99. In Ghana there are significant gaps between evaluation and demand. In general, local capacities for conducting high-quality evaluation are quite limited. The study identified and assessed the strength and limitations of in-country institutions supplying evaluation. The findings indicate that potential exists to build the capacities of these institutions to bridge the evaluation supply-demand gaps identified. As can be expected an increase in demand for evaluation has the potential for driving supply for evaluation. A first step therefore for driving evaluation supply is nurturing demand for evaluation through the type of evaluation

advocacy events that GMEF has been doing and which could be further supported, and through the dissemination of information about evaluations that produced evidence useful for decision making.

100. An annual prize or award for the best Ghanaian led evaluation could be an incentive to promote high-quality country led evaluations, which may not only have an influence on the supply of evaluations but could also contribute to make more visible Ghanaian evaluations and to create an awareness of their existence, which could be another way to promote their use and thus to nurture demand for evaluation.
101. Some development partners have collaborated with evaluation agents (research institutions and universities) on in-country evaluation capacity development initiatives. A case in point is the partnership between UNICEF, GMEF and the University of Ghana to start the first ever Master of Arts programme in Evaluation.
102. There is growing awareness at all levels of government on the important role of evaluation in decision-making and sustainable development. Demand and supply and evaluation continue to be driven by development partners with limited country ownership of the processes. The introduction of the JASMES initiatives, if effectively implemented, will help bridge the evaluation supply and demand gap by ensuring sustaining funding of M&E and encouraging utilisation of country evaluation systems and personnel for commissioning and conducting and evaluations in Ghana.

## REFERENCES

- Adams, S and Atsu, F (2013) Democracy and Economic Growth in Ghana. Unpublished Manuscript
- AfDB (2013) *Ghana Economic Outlook*. A publication of African Development Bank. Obtained from <http://www.afdb.org/en/countries/west-africa/ghana/ghana-economic-outlook/> on September 10, 2013.
- African Center for Economic Transformation (2011) *Institutional review of the National Development Planning Commission of Ghana (NDPC)*. A Publication of the African Center for Economic Transformation (ACET).
- Ahwoi, K (2010) *Local Government & Decentralisation in Ghana* Accra: Unimax Macmillan
- Amoatey, C (2012) Monitoring and Evaluation System in Ghana: With a focus on the link between planning and budgeting. A publication of the Center for Learning on Evaluation and Results.
- Betley, M, Bird, A and Ghartey, A (2012) *Evaluation Of Public Financial Management Reform in Ghana, 2001-2010*. SIDA, AfDB & DANIDA, <http://operationsevaluation.afdb.org/en/evaluations-publications/evaluation/evaluation-of-public-financial-management-reform-in-ghana-2001-2010-final-country-case-study-report-291/>
- Booth, D.; Crook, R.; Gyimah-Boadi, E.; Killick, T.; Luckham, R.; and Boateng, N. (2005). 'What Are the Drivers of Change in Ghana?'. Policy Brief No. 1, London: ODI.
- Burwen, J and Levine, D. I (2012) *A rapid assessment randomised-controlled trial of improved cookstoves in rural Ghana*, Impact Evaluation Report 2. New Delhi: International Initiative for Impact Evaluation
- CapScan Ghana (2011) *Managing for Development Results Capacity Scan: Measurement Framework*. National Development Planning Commission, Ghana.
- Engineers without Borders (2010) *Evaluating the Functional Organizational Assessment Tool Process: Briefing Report*, June 2010. Accessed on 9//8/13 at: [http://www.ghmeforum.org/repository3/reportfiles/2010-08-bp\\_foat.pdf](http://www.ghmeforum.org/repository3/reportfiles/2010-08-bp_foat.pdf)
- Fosu, A.K.(2013): "Country Role Models for Development Success: The Ghana Case", in Fosu, A.K., ed. (2013) *Achieving Development Success* (Oxford: Oxford University Press)
- Freedom House (2013) Freedom of the Press. Accessed <http://www.freedomhouse.org/report-types/freedom-press>
- Ghana Statistical Service (2007) Trends and Patterns of Poverty in Ghana; 1991-2006. Ghana Statistical Service, Accra.
- Government of Ghana (2010a) *Ghana Aid Policy & Strategy 2011- 2015 -Towards Middle-Income Status*. A Publication of the Government of Ghana, Accra-Ghana.
- Government of Ghana (2010b) *2008 Ghana Millennium Development Goals Report*. Accra: National Development Planning Commission.

- Gurien, D (2013) Ghana court dismisses vote challenges. Cable 'News Network (CNN).
- Guseh, J (2005) Democracy and Economic Growth in Africa: The Cases of Ghana and South Africa. *Journal of Third World Studies*, 22(2), 121-137.
- Gyimah-Boadi, E. (2013) *Strengthening Democratic Governance in Ghana: Proposals for Intervention and Reform* Accra: A publication of Star Ghana.
- IMANI (2013) *IMANI Alert: How Much Due Diligence in the 'Sale' of the International Commercial Bank?* A Publication of IMANI Ghana obtained from <http://www.imanighana.com/2013/10/imani-alert-how-much-due-diligence-in-the-sale-of-the-icb/>. on October 25, 2013.
- JASMES (2012) Joint Assessment for Strengthening Monitoring and Evaluation and Statistics. Prepared by the M&E Sector Working Group, July 2012
- JICA (2011) Report on ex-post evaluation of the joint project for Guinea Worm Eradication
- Kelsall, Tim (2012), 'Neo-Patrimonialism, Rent-Seeking and Development: Going with the Grain?', *New Political Economy*, 17 (5), 677-82.
- Lawson, A, Boadi, G, Ghartey, A, Ghartey, A, Killick, T, Agha, Z. and Williamson, T (2007). Evaluation Results and Recommendations on Future Design & Management of Ghana MDBS (Volume One). Accra: Ghana Centre for Democratic Development.
- Lawson, A, Boadi, G, Ghartey, A, Ghartey, A, Killick, T, Agha, Z. and Williamson, T (2007) Joint Evaluation of Multi/Donor Budget Support to Ghana ODI/CDD.
- Leftwich, A (2006) *From Drivers of Change to the Politics of Development: Refining the Analytical Framework to understand the politics of the places where we work.* <http://www.gsdr.org/docs/open/DOC104.pdf>. Accessed 25/10/13.
- Levy, B (2011) Getting beyond the "every country is unique" mantra. <http://blogs.worldbank.org/governance/getting-beyond-the-every-country-is-unique-mantra>. Accessed 25/10/13.
- Mackay, K and Gariba, S, Editors (2000) *The Role of Civil Society in Assessing Public Sector Performance in Ghana* Washington DC: The World Bank, Operations Evaluation Department.
- MLGRD (2013) *FOAT Operational Manual, Sixth Cycle*. Ministry of Local Government and Rural Development, Ghana.
- NDPC (2009) Medium Term Development Policy Framework Ghana Shared Growth and Development Agenda (GSGDA) - 2010 – 2013. A Publication of the National Development Planning Commission, Government of Ghana.
- NDPC (2010) Ghana Shared Growth and Development Agenda (GSGDA) 2010-2013
- NDPC (2011) Baseline report on Resources spent on M&E and Statistics in Ghana
- Ninsin, K. A (2007) 'Markets and Liberal Democracy', in Boafo-Arthur, K [Editor] *Ghana: A Decade of the Liberal State* Dakar: CODESRIA.

- Osei, R.D (2012) *Aid, Growth and Private Capital Flows to Ghana* UNU/WIDER, Working Paper 2012/22
- Owusu-Amoah, D (2013) National Development Planning In Ghana .... How Far? <http://thechronicle.com.gh>. Accessed 25/10/13.
- Saleh, K (2013) *The Health Sector in Ghana A Comprehensive Assessment*. Washington DC: The World Bank.
- Tankebe, Justice (2013), 'In Search of Moral Recognition? Policing and Eudaemonic Legitimacy in Ghana', *Law & Social Inquiry*, 38 (3), 576-97.
- Teye, Joseph (2013), 'Corruption and illegal logging in Ghana', *International Development Planning Review*, 35 (1), 1-19.
- University of Ghana (2011) *Basic Statistics*. A UG Publication obtained from <http://www.ug.edu.gh/index1.php?linkid=460&sublinkid=878> on October 25, 2013.
- USAID/LEAD (2013) Institutional Architecture for Food Security Policy Change: Ghana
- Whitfield, L (2009) 'The new 'New Poverty Agenda' in Ghana: What Impact?' *Danish Institute for International Studies Working Paper 15*. Copenhagen: DIIS.
- Whitfield, L and Jones, E (2009) 'Ghana: Breaking out of Aid Dependence? Economic and Political Barriers to Ownership' in Whitfield, J [Editor], *The Politics of Aid: African Strategies for Dealing with Donors*. Oxford: University of Oxford Press
- World Bank (2001) Assessment of Ghanaian Organizations involved in the Delivery of Monitoring and Evaluation Training. Washington, D.C: Operations Evaluation Department.
- World Bank (2013) *World Development Indicators- Africa Development Indicators*. Washington, DC: World Bank.

## Appendix A: Evaluations conducted in selected MDAs in Ghana

Sector	Evaluation and year	Commissioned by	Conducted by
Education	Evaluating the Efficacy of School Based Financial Education Programs (2012)	Aflatoun, a Dutch non-governmental organisation	Innovations for Poverty-Action (IPA)
Agriculture	A Rapid Situational Assessment in the Northern Region of Ghana for a Climate-Smart Agricultural Programme Development (2012)	Alliance for Green Revolution in Africa	Independent Local Consultants
	Financial and Economic Analysis of AgSSIP Projects (2008)	Ministry of Agriculture Ghana	GIMPA Consultancy Services (GCS)
	Impact Assessment of Upper West Agricultural Development Project (UWADEP)	IFAD/MOFA	GCS
	Evaluation of three (3) programmes of MOFA (2011): Fertilizer subsidy programme National Food Buffer Stock Company (NAFCO) Block Farming Programme	MOFA/IFPRI	GSC/IFPRI
	Examining the Effects of Crop Price Insurance for Farmers in Ghana		Innovative Poverty Action (IPA - Ghana)
Health	Improving the Ghanaian Safe motherhood programme: Evaluating the effectiveness of alternative training models and other performance improvement factors on the quality of maternal care and client outcomes	USAID	Ghana Health Service
	The Impact of Health Insurance Education on Enrollment of Microfinance Institution Clients in the Ghana National Health Insurance Scheme, Northern Region of Ghana	Microinsurance Innovation Facility/ ILO	Innovative Poverty Action (IPA - Ghana)
	An evaluation of the effects of the national Health Insurance Scheme in Ghana	USAID	Ghana Health Service
Employment	Livelihood Empowerment Against Poverty Programme Impact Evaluation	Government of Ghana/3IE	University of North Carolina/University of Ghana - ISSER
Community Development	Impact Evaluation of MVP-SADA Northern Ghana Millennium Village	DFID Ghana	Institute of Development Studies/ LSHTM/IPA Ghana
Other	Evaluation of UNIDO Investment Monitoring Platform in Ghana	UNIDO	University of Ghana - ISSER

