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GHANA'S STRENGTHENING ACCOUNTABILITY MECHANISMS (GSAM) PROJECT

Annual Report – Year Four

Period: 1st Oct. 2017 – 30th Sept. 2018



One of GSAM's 50 billboards displaying citizens' monitoring feedback on MMDAs' capital project delivery.

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GSAM PROJECT DISTRICTS

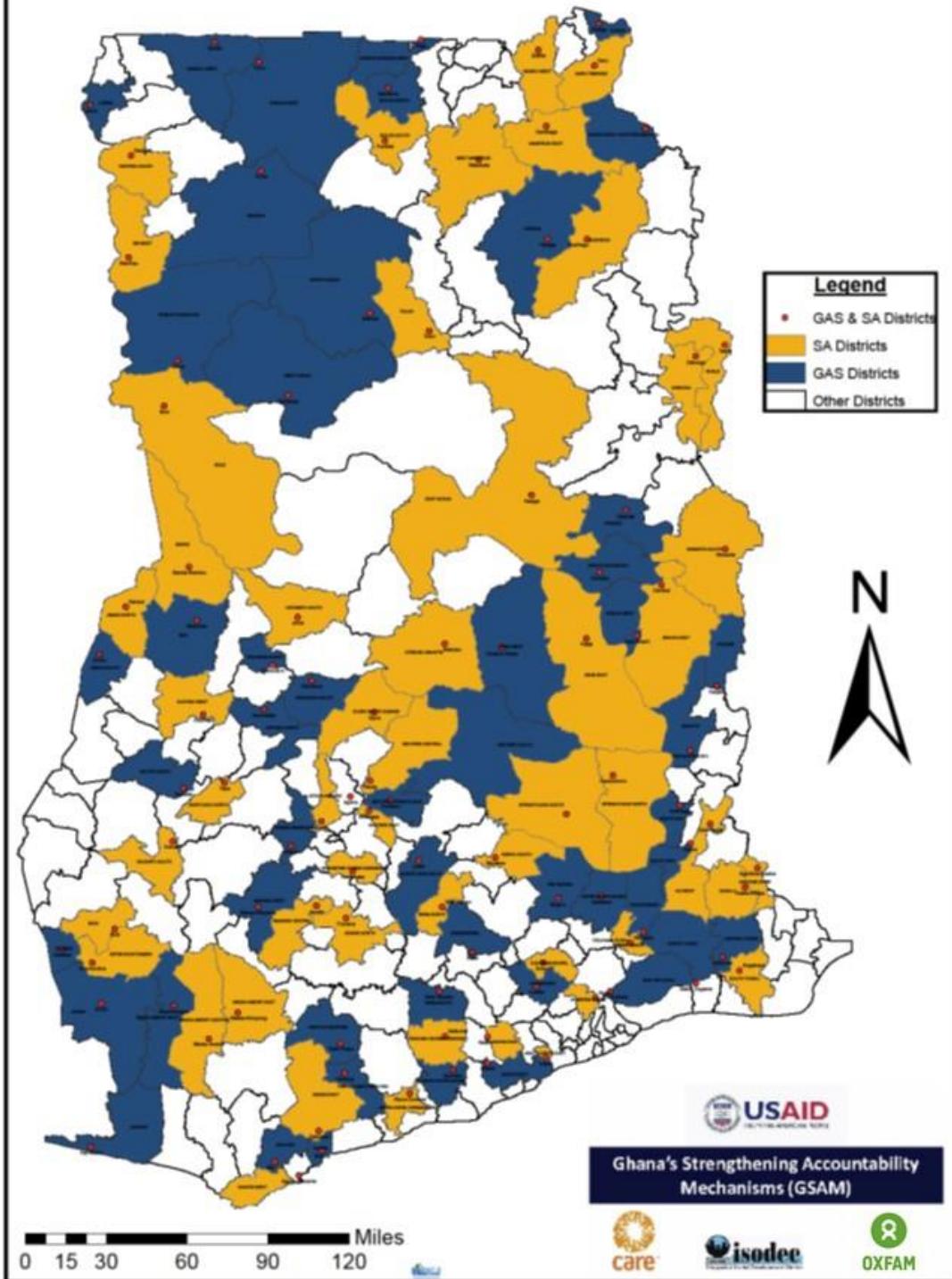


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List of Acronyms

AAP	Annual Action Plan
AOR	Agreement Officers' Representative
CARE	Cooperative for Assistance and Relief Everywhere
CBO	Community Based Organization
CDM	Community Development Monitor
CHPS	Community Based Health Planning Services
CSO	Civil Society Organization
DA	District Assembly
DAs	District Assemblies
DACF	District Assembly Common Fund
DCEs	District Chief Executive
DCD	District Coordinating Director
DWE	District Works Engineer
DSC	District Steering Committee
E-Platform	Electronic Platform
GAS	Ghana Audit Service
GLOWA	Global Action for Women Empowerment
GSAM	Ghana's Strengthening Accountability Mechanisms
ICT	Information and Communication Technology
ISODEC	Integrated Social Development Centre
ILGS	Local Government Service Secretariat
LPM	Live Presenter Mention
LGSS	Local Government Service Secretariat
MMDA	Metropolitan, Municipal and District Assemblies
MLGRD	Ministry of Local Government and Rural Development
M&E	Monitoring and Evaluation
NCDMs	Network of Community Monitors
NALAG	National Association of Local Authorities of Ghana
PWDs	Persons with Disabilities
SA	Social Accountability
USAID	United States Agency for International Development

EXECUTIVE SUMMARY

The fourth year of implementation of the USAID-funded Ghana's Strengthening Accountability Mechanisms (GSAM) project covered the period October 1, 2017 to September 30, 2018, during which the GSAM Consortium – CARE, OXFAM and ISODEC – continued with its activities in the 50 districts, known as the Social Accountability Districts. These activities were aimed primarily at strengthening the capacity of Civil Society Organizations (CSOs) and citizens to monitor and assess capital projects of their MMDAs, using scorecards, and to use the information generated to engage with the MMDAs to demand accountability and improved performance in capital project delivery.

Project Activities/Outputs

The main activities implemented during the year and the outputs generated are summarized below:

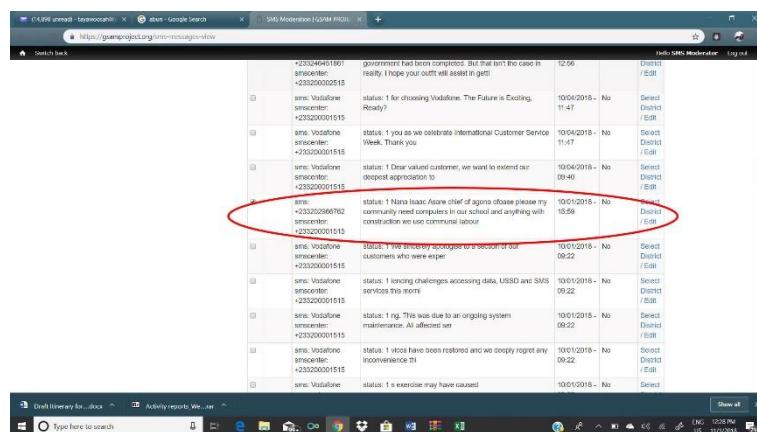
- The project trained a total of 1,552 citizens (1002 males; 550 females) to form Networks of Community Development Monitors (NCDMs) in 100 communities and, accordingly, take up the task of mobilizing their community members to monitor capital projects and demand accountability from local authorities. To date, the project has trained 2,470 citizens (1,599 males; 871 females) of such citizens who are mobilizing other citizens to demand accountability from their duty bearers. NCDMs are a critical part of GSAM's sustainability mechanisms, therefore, the project plans to engage with key stakeholders on the institutionalization of this concept.
- A total of 4,903 citizens (2,757 males; 2,146 females) were supported to develop scorecards on capital projects that were identified in the 2017/18 Annual Action Plans (AAPs) of their District Assemblies. These scorecards were developed along the four performance areas: Project Initiation and Planning, Contractor Selection and Contracting, Project Execution and Citizens Perception of Benefits. To date, a total of 19,805 citizens (11,918 males; 7,887 females) have been supported to use scorecards to assess the performance of their District Assemblies' in the delivery of capital projects in their communities.
- District town-hall and community interface meetings were organized for MMDA officials, CSOs, community members and other stakeholders to dialogue on citizens' monitoring feedback on capital project delivery (as captured in the scorecards) and to negotiate corrective actions to address the concerns of citizens. A total of 1,294 people (885 males; 409 females) took part in these town-hall meetings. Cumulatively, a total of 8,577 citizens (4,386 males; 4,191 females) have been supported through these town-hall and community interface meetings to dialogue with their MMDAs.
- The project continued with the development and publishing of capital project performance updates for dissemination to citizens in the 50 districts. Project performance updates present citizen monitoring feedback on capital project delivery

in a simple and digestible format. Community meetings were subsequently organised in 873 communities to make the updates available to citizens so they can be empowered to demand accountability and improved performance from their MMDAs. A total of 39,587 citizens (22,778 males; 16,755 female) were reached through these meetings and this brings to 85,681 the number of citizens who have so far been reached directly (excluding radio estimates) with these updates. The updates were also disseminated through radio discussions on 44 radio stations and publicised on GSAM's billboards mounted in the 50 districts.

- To ensure that citizens and other stakeholders utilize the E-platform, the project commenced an on-site coaching exercise for Eight (8) MMDA officials on how to make use of the video conferencing facilities and to put information on the web portal. The SMS number (050-161-7444) was also publicized on the billboards and on the printed project performance updates. Through these efforts, some MMDAs now uploaded information from their districts onto the platform and some citizens also used the SMS number to share their concerns on capital projects in their communities.
- The project organized forums for CSOs, District Assemblies and Regional Coordinating Councils in six regions to share experiences and gain new insights on how they can improve on the use of social media platforms to share information on capital projects and enable citizens to voice their concerns on capital projects. The project plans to hold the next of these forums for CSOs, District Assemblies and RCCs in the Northern, Upper East and Upper West regions.

Project Outcomes

The 2018 Annual Survey and other evidences gathered in the Year Four show that, the project continues to achieve significant outcomes, to a large extent, in line with the project goal. Citizens' knowledge of MMDAs' capital project delivery increased due to GSAM's information campaign activities in the 50 districts. Forty-one (41) percent of the citizens surveyed in 2018 demonstrated knowledge of capital projects in their communities, such as the source of funding, contract sum, contract duration, name of contractor, among others. This represents a 23.3% increase over the 17.7 recorded during the baseline in 2015. About Forty-six (46) percent could also mention at least two of the processes that MMDAs follow in the delivery



of capital projects. This represents a 10 percent increase over the 36 percent recorded in 2016.

Again, through GSAM's facilitation of engagements between citizens and their local government authorities, many of the MMDAs have become more accountable and responsive by availing themselves to citizens to answer to their concerns and taking action to address these concerns. Fifty-nine percent (59%) of citizens surveyed in 2018 said their assemblies met with them to address their concerns on capital projects in their communities. This represents a 46 percent increase over the 13 percent recorded in the 2016 Survey. Of those whose concerns were addressed, 34 percent indicated that their assemblies had resolved their concerns by effecting changes to the design of the projects. For instance, in Asanteman in the Sefwi Akontombra District of the Western Region, the assembly changed the design of an ongoing 3-unit teachers' bungalow project to a 9-unit bungalow even though it came with additional cost. This was in response to the citizens' and teachers appeal for space to accommodate more teachers.

Also, there is more transparency on the part of many MMDAs in the delivery of capital projects as they are more forthcoming with information on capital projects, such as project costs and durations, than before. Of the 59 percent of citizens who said that their assemblies had met with them to address their concerns on capital projects, 12 percent said their assemblies addressed their concerns by making available to them information on capital projects. District authorities, assembly members and citizens the project team interacted with also alluded to more transparency in the operation of the assemblies as a result of GSAM's social accountability activities.

The capacity of GSAM-supported CSOs to engineer social accountability in their respective districts has also improved and, as a result, 21 representing 86% of our 25 CSO partners have been able to design new social accountability projects and gotten funding to implement these projects. For instance, the Ghana Developing Communities Association (GDCA), one of the CSOs, received funds from the Civil Society in Development (CISU) in Denmark, to expand their social accountability activities under GSAM to five new districts. The organization has also received funding from STAR Ghana to expand its social accountability work, with particular focus on improving Internally Generated Funds (IGF) of the target districts.

However, the data collected over the last four years show that there has not been a consistent increase in citizens' satisfaction with their MMDAs' capital project delivery as was anticipated. In 2015 when the baseline was conducted, 38.5 percent of citizens indicated that they were satisfied with the performance of their Assemblies in capital project delivery. Aside from 2016 (41.8%) where there was an increase, the percentage recorded in 2017 (35.7%) and 2018 (29.8%) have both been lower than the baseline. One reason could be that as citizens are becoming better capacitated and informed, it is possible that they are now more rigorous in their assessment of MMDAs capital project delivery and therefore expect more.

Plans for Year Five

In the coming year, the Consortium plans to intensify activities that have the potential to achieve greater impact and sustainability. These include organizing a second stint of training programmes for CSOs to strengthen their capacity in facilitating participatory planning, citizen monitoring and mobilization of funds for social accountability programming, as well as for Assembly Members, MMDA officials and CDMs. The project will also organize engagements with political heads of the 50 MMDAs as well as national-level stakeholders for further collaboration that will contribute to meeting the project's goal of improving MMDAs transparency, accountability and performance.

I. INTRODUCTION

This report, prepared by the GSAM Consortium, covers activities implemented under the USAID-funded Ghana's Strengthening Accountability Mechanisms (GSAM) project during the period October 1, 2017 to September 30, 2018. Aside from activities, the report presents the progress made so far towards achieving the project's goal and objectives. It therefore highlights the key outputs and outcomes and the gaps, if any. The report also presents key lessons learnt and recommendations that were considered in planning for the fifth (and final) year of implementation.

2. PROJECT BACKGROUND

The Ghana's Strengthening Accountability Mechanisms (GSAM) is a five-year social accountability project (2014-2019) that seeks to “strengthen citizens’ oversight of capital projects to improve local government transparency, accountability and performance in 100 districts of Ghana.” It is funded by the United States Agency for International Development (USAID) with a grant of US\$9.3m and being implemented by the GSAM Consortium – CARE, OXFAM and ISODEC – together with the Ghana Audit Service, the participating District/Municipal Assemblies and 25 Civil Society Organizations. The Consortium and its partners are implementing the project under two components.

Component One

The GSAM Consortium carried out an information campaign in 50 of the 100 project districts, which are known as the Audit Districts, to disseminate the results of performance audits conducted by the Ghana Audit Service (GAS) with support from the USAID. The performance audits assessed the capacity of the 50 District Assemblies for implementing capital projects along the following dimensions: project initiation and planning, budgeting, procurement and contracting, implementation and impact on beneficiaries.

Component Two

The GSAM Consortium supports CSOs to mobilize citizens in the other 50 districts, known as the Social Accountability (SA) Districts to employ cell phone technology and community scorecards approach to engage in detailed community monitoring of Municipal and District Assemblies capital projects as contained in their Annual Action Plans. The information generated is then used to interface with the Assemblies to negotiate improvements in capital project delivery. The consortium uses radio, billboards, printed scorecards, community durbars, town-hall meetings and other mechanisms as part of an information campaign to increase citizens' awareness of the results of citizen monitoring of District Assemblies' capital projects.

3. ADMINISTRATION & PROGRAM INFRASTRUCTURE

Staffing

There were changes to the staffing situation on the project during the year. The Zonal M&E Officer for ISODEC, Michael Tettey moved on in March 2018 and was replaced by Bernard Anaba who had worked with ISODEC for more than eight years as a Policy Analyst. The Zonal M&E Officer for CARE, Peter Porekuu also moved on in April 2018. Emmanuel Mensah Duah, who was one of CARE's Zonal Project Officers on the GSAM project, was re-assigned as the new Zonal M&E Officer to replace Peter Porekuu. Subsequently, Josephine Bonsu, who previously worked with the project as an intern, was recruited as a Zonal Project Officer to replace Emmanuel Mensah. All other staff remain in post.

Program Infrastructure

On 14th June 2018, one of the project vehicles (Toyota Fortuner) being used by ISODEC was involved in a road accident, along the Nsawam-Kumasi road, whilst on official duty. Two project staff who were on board sustained minor injuries and are doing well. Internal processes have since been followed to replace the vehicle. The other two project vehicles, as well as the motorbikes, are operational.

4. UPDATE ON PROGRAM ACTIVITIES

4.1 Objective I: Increased Availability of Accessible Information on MMDAs' Capital Project Performance in 100 Districts.

Activities implemented under Objective One are aimed at making information on MMDAs' capital project performance available to citizens so they can be empowered to use that information to demand accountability from their local government authorities. These activities are discussed below.

Development and Publishing of Project Performance Updates

The project continued with the development and publishing of capital project performance updates for dissemination to citizens in the 50 districts. Project performance updates present citizen monitoring feedback on capital project delivery in a simple and digestible format, such as posters (as presented on the right) and leaflets. For instance, the posters for each district present brief details on the projects assessed and an abridged version of citizens monitoring feedback to make it easily understandable to people in the communities.



Community Discussions on Project Performance Updates

Community meetings were organised in 873 communities to make project performance updates available to citizens and promote discussions around the performance of their MMDAs in capital project delivery. Having access to such information empowers them, as citizens, to demand accountability and improved performance from their MMDAs. Whilst presenting this information to citizens, the project also uses these meetings to educate citizens on the need to monitor projects of their local government authorities to ensure quality and value for money. A sub-chief of Chache in the Bole District of the Northern Region, Mr Jamani had this to say during a meeting in his community: “*I’m surprised to hear that citizens have the right to monitor District Assembly capital projects, we the community members feel it is only government workers who have the right to do that. Now we know and we are grateful to GSAM for the education and empowerment.*”

Table I: Community Discussions on Project Performance Updates

Period	No. of Communities	Population Reach		
		Male	Female	Total
Year 4	873	22,778	16,755	39,533
Cumulative	1,731	48,255	37,372	85,627



Dissemination of project performance updates in some communities.

Dissemination of Project Performance Updates through Radio and Billboards

In addition to the community meetings, project performance updates were also disseminated through radio discussion programmes on selected radio stations covering the 50 SA districts.



Citizens, CSOs and MMA officials participating in GSAM’s radio discussions in some districts.

A total of 94 radio discussions were held during the year, on 44 radio stations and below are some of the views expressed by citizens who called-in to contribute to these discussions.

“I have been following your discussions and I cannot resist contributing. Thank you so much for the education you and your guests are giving us this morning. What is being discussed is happening live at Kpeve Tornu here with us. When the chief causes the gong-gong to be beaten to announce community meetings, most of us refuse to honour the call and rather pursue our individual businesses. A clinic is being put up for us, as we speak, and the community is supposed to support with communal labour, but because the youth refused to attend the project inception meetings, they are now going around speculating that the Chief and opinion leaders were paid some money by the contractor in exchange for their free labour. I hope that they are listening to this educative session and as citizens we will all rally around the common cause of developing our communities for posterity.” – Emmanuel Atakpa, Kpeve Tornu, South Dayi District¹ on Volta Star Radio.

“I have enjoyed the discussion this morning and have learnt a thing or two about the GSAM project and what to look for when the Assembly is doing any project in my community. Thanks to the panel. I have some concerns that I wish to bring to the attention of the Assembly authorities. At Yariga No.2, we have a CHPS Compound but there is no midwife at the facility to attend to expectant mothers so they always have to travel to Dambai even when they are in labour. Also, our CHPS Compound is not big enough and there is no mechanized borehole at the facility.” – Simon, Yariga No.2, Krachi East Municipality, VR on Oti FM.

“We are very happy about this radio programme. It is true that it is not good for a contractor to come into your village and the people will not know what he is doing in the community. The community members will have to show interest in what the contractor is doing so that nothing goes wrong.” — Afa Ayaa, Lingbin-Yizegu, Tolon District, NR on Simli Radio.

“What they are saying about GSAM is the truth, we the people of Warivi have benefitted from it. The assembly was constructing a school in our community, GSAM helped us a lot to get it done. If there was GSAM long ago, our villages would have been a lot better.” – Kukugna, Kasuliyili-Warivi, Tolon District, NR on Simli Radio.

“We the people of Kparekpare would like to express our sincere gratitude to our MCE, Honourable Patrick Charty Jilima, for the good work done concerning the CHPS compound in our community. We are grateful for what we the citizens have achieved through the GSAM project concerning our CHPS Compound, we say ‘Ayekoo’ to all especially our Assemblyman, Honourable Kwame Ali and the GLOWA people for their support. However, we need more nurses at the facility to support the ones who are already here so they can attend to more patients concurrently. The long waiting periods is demotivating many patients. There are also no street lights along the road to the CHPS compound so when it is dark we find it difficult going to the facility for treatment, some of us are afraid to go at night even when the case is serious.” – Kwabena, Kparekpare, Krachi East Municipality, VR on Oti FM.

¹ South Dayi District is one of GSAM’s Component One districts, where Ghana Audit Service conducted performance audits.

To date, more than 200 radio discussion programmes on MMDAs' capital project performance have taken place on over 65 radio stations. The project intends to intensify its radio activities in the 50 SA districts as part of efforts to expand the projects' outreach, in line with recommendations from the USAID Endline Impact Evaluation and the lessons learnt so far. Already, as a result of GSAM's radio campaigns, some radio stations (e.g. Radio Builsa) have developed and continue to broadcast programmes that enable citizens to share their views and demand accountability on issues of capital projects.

Again, project performance updates were published on billboards mounted in the 50 district capitals (as shown below) in order to reach out to more citizens and also as part of the mechanisms to influence MMDAs' performance in capital project delivery. *"The assembly has been lambasted for poor performance based on the information on the billboard,"* Mr Timothy Y. Gadagbui, District Development Planning Officer for the Sefwi Akontombra District, alluding to the impact of the billboards in that district.



Some of the billboards recently updated with new capital project performance updates and maintenance works undertaken on them.

4.2 Objective 2: Strengthened CSO and Citizens' Capacity to Monitor MMDAs' Capital Projects in 50 Districts

Under this objective, the project provides training and other forms of technical support to CSOs and communities to strengthen their capacity to monitor capital projects of their MMDAs from initiation to completion. These activities are discussed below.

Community Sensitization and Training of Network of Community Development Monitors

A total of 1,552 citizens were identified and trained to form Networks of Community Development Monitors (NCDMs) in their communities and, accordingly, take up the task of mobilizing their community members to monitor capital projects earmarked for their communities and demand accountability from local authorities. The NCDMs, comprising youth, women groups, Unit Committee members, traditional authorities, etc., were trained in capital project monitoring and MMDA's participatory planning processes.

Table 2: Training of Network of Community Development Monitors

Period	No. NCDMs Trained		
	Male	Female	Total
Year 4	1,002	550	1,552
Cumulative	1,599	871	2,470

Albert Boadi, a physically challenged Community Development Monitor in Oseikrom in the Adansi North District described how useful the training had been for him and his community: “the GSAM project has helped me and the Oseikrom community. The entire community had little knowledge of the fact that it was the responsibility of the Assembly to inform us on their entire project and the community getting clarification on issues from the Assembly. After the GSAM training and engagement meetings between the community and the Assembly, though I am disabled, I can now speak up and ask questions, demanding for answers from elsewhere. With this capacity from the GSAM project, I will continue to demand for answers on all capital projects that are executed in my community.”

NCDMs are a critical part of GSAM’s sustainability mechanisms because at the end of the project, it is expected that they (as active citizens) will continue to make use of the knowledge gained and also share it with other citizens. The project is therefore planning to engage with key stakeholders to consider institutionalising this concept.

In addition to the training of the NCDMs, the project organized community meetings to sensitize project-beneficiary communities on the need to monitor capital projects that have been earmarked for their communities. These meetings are also used as a platform for MMDAs to share information on capital projects with the project beneficiaries. This includes information on the designs, durations, costs and names of the contractors of such projects. In all, 3,946 citizens (2,096 males; 1,850 females) participated in these community sensitization durbars during the year. Since inception, 7295 citizens (3839 males; 3456 females) have taken part in these sensitization meetings. Below are comments made by some of the citizens who took part in the community sensitization durbars during the year.

“It is sad. Since this project started three years ago, this is the first time we are hearing information about our project in Korinyiri. Some of us only had the chance to know the contractor when he came to this community to attend a funeral. We have never met him at site before. We have complained to the assembly member severally about the work that the contractor is doing. To tell you the truth, this uncompleted building has been rebuilt on two occasions because it collapsed whenever it rained and we realize that the blocks used to build it up to this level are very weak and when there is heavy



Some of the CDMs in the Wassa East District, WR pose for a photo after their training.

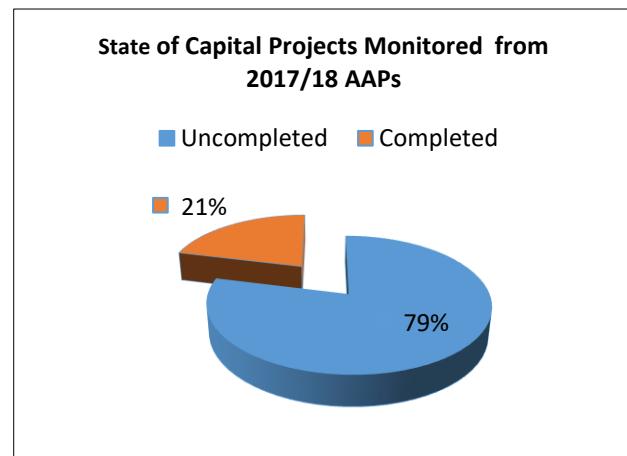
rainfall it will collapse again. It is good we are empowered to own the project and monitor it very well.” – N-yelkabong, Opinion Leader, Korinyiri, Nadowli Kaleo District, UW/R.

“It is good news you have brought this project to this community, we have learnt a lot today as a result of the GSAM project. Our project has been abandoned for the past three years and we have done follow-ups to the wrong places and are fed-up. We almost lost hope until GSAM came here today and has really shown us the way.” – Mark Babafaara, Chief of Korinyiri, Nadowli Kaleo District, UW/R.

“GSAM has given the people of this community a great platform to learn and speak up where necessary. As citizens, we should try to start own development projects instead of depending on the Assembly always.” – Mr B.K. Reindolph, Akuetteh, Agortime Ziope District, VR.

Bi-weekly Monitoring of Capital Projects

The CSOs in collaboration with the CDMs and other community members were supported to continue with the monitoring of capital projects identified in the Annual Action Plans (AAPs) of the 50 District Assemblies and to use the information to develop scorecards on the performance of the assemblies in the planning and implementation of those projects. The projects monitored from the 2017/18 AAPs of the 50 District Assemblies include CHPS compounds, classroom blocks, roads, water and sanitation facilities. Results from the monitoring of the capital projects showed that 21 percent of the projects had been completed whilst the remaining 79 percent were at different stages of construction. Many of these ongoing projects, some of which are at a standstill, are not progressing as expected mainly due to the irregular flow of the District Assemblies' Common Fund (DCAF). The CSOs, as part of their advocacy, will continue to engage with the 50 District Assemblies to ensure that these projects progresses and are completed for use by the beneficiary communities. Some of the key issues identified during the monitoring which were subsequently captured in the scorecards and discussed at the interface meetings are presented in Table 4.



Advocacy Coaching and Mentoring Sessions



Some of the capital projects that citizens and CSOs were supported to monitored from the 2017/18 AAPs of the 50 District Assemblies.

The project conducted a series of advocacy coaching and mentoring sessions for the CSOs to strengthen their capacity to engage with and influence MMDAs to improve their performance in capital project delivery. It was also intended to help them effectively carry out the mandate of empowering local citizens to demand accountability from duty bearers. They were taken through the preparation of Policy Briefs and Position Papers, Participatory Planning and Community Action Planning among others. Thirty-five (35) CSO representatives participated in these sessions. A total of 75 staff from 25 CSOs have now benefited from GSAM's advocacy coaching and mentoring sessions, since it began in the last quarter of the third year. Following this training, the CSOs have since developed a number of policy briefs, which are being reviewed, to support the project's national level advocacy.

Use of E-Platform

The GSAM E-Platform was established to collect and present real-time information on citizen monitoring and feedback on MMDA performance in capital projects. The E-platform has three components – video conferencing, citizen monitoring website and crowdsourcing-SMS. All three components were in perfect working condition until in April 2018 when the Web Portal (citizen monitoring website) went off-line mainly because of the transfer of DNS settings from one Internet Service Provider (ISP) to another. Data spanning several months was gobbled. Services running on Debian like the SMS and GIS modules could not communicate because thousands of symlinks were broken.

The Web Portal was finally restored on May 15, 2018. Right after restoration the entire system suffered an avalanche of cyber-attacks that brought the system to its knees several times within the period. The technical team put in their best during this period and brought the system back to full functionality on June 17, 2018. The system, since then had been under strict observation to revert anymore possible cyber-attacks.

Three refresher sessions were held in Kumasi, Accra and Tamale to bring the CSOs and the DAs up to speed with the components and features of the platform. Irrespective of the

refresher sessions, the use of the platform remained very low especially among the participating District Assemblies. A rapid assessment of why the use of the platform was low revealed the following:

- There is a perception among citizens and District Assemblies that the platform is still not functional due to the initial challenges encountered which rendered the website not functional for some time.
- the initial locations in some District Assemblies where the equipment were mounted and installed did not promote the optimal use of the equipment
- weak to poor internet connectivity in some districts rendered the use of the equipment impossible
- Staff movement due to transfers leading to rotation of focal persons trained to operate the equipment.
- Wrongly tagging the equipment as meant for spying on the activities of the DAs
- Fear of technology - damaging the equipment when they are kept in constant use.

To address these challenges, the consortium commenced a nationwide servicing and relocation exercise of the equipment. This was supported by intensified sensitization efforts among project stakeholders including citizens to the functionality of the platform and the need for its usage. In addition, the team embarked on an on-site coaching exercise for stakeholders at the 50 DAs under the project. Eight (8) districts had so far been covered namely: Sekyere East, Bosomtwe, Afigya Kwabre, Sekyere Central, Adansi North, Amansie Central, Agona East and Asikuma Odoben Brakwa. Plans are in place to complete the remaining 42 districts by end of January 2019.

The SMS number (050-161-7444) was also included on the billboards mounted in the 50 district capitals and on the project performance updates that were printed and disseminated. By the end of September, these efforts had begun to yield positive results. For the first time, some minutes of the DSC meetings were uploaded on to the platform likewise some project related pictures by the assemblies. Some assemblies tried their hands on the video conferencing platform. Nana Isaac Asare, Chief of Agona Ofoase in the Agona East district sent an SMS to the platform regarding a capital project in his community. Other citizens also made calls to the number, instead of texting, to share their concerns. One of such callers named Emmanuel Dankwa called from Kasoa demanding a face to face meeting to have a discussion on DA projects. One Sulley Hadi also called from the Gushegu district to complain about the bad nature of the road from Zangtili to Fumu. Because of this new development, the SMS number has been linked to Whatsapp as an alternative channel to link to the E-platform.

District Steering Committee Meetings

District Steering Committees (DSCs), which were constituted to exercise oversight of the GSAM project, held their quarterly meetings to discuss the status of GSAM activities and issues bordering on capital project implementation in their respective districts. At some of the meetings, DSC members agreed on actions to remedy challenges to capital project implementation. For instance, in the Agortime Ziope District of the Volta Region, the Assemblyman for Wudese, Hon. Nutor Dodzi informed the committee at their meeting that the classroom project for the community had been sited on the playground of the school, hence there was the need for the District Assembly to intervene and assist the school to get another playground. The District Coordinating Director promised to send a team to inspect the site for necessary actions to be taken.

4.3 Objective 3: Increased use of Citizen-Generated Information on MMDA Capital Projects in 50 Districts.

Under this objective, the project supports CSOs and citizens to assess the performance of their MMDAs using scorecards and to use the information to engage with the MMDAs to demand accountability and improved performance of capital project delivery. The project also leverages on issues identified from citizens' assessment of MMDAs for district and national level advocacy. These activities are discussed below.

Development of Scorecards on MMDA Capital Projects

In the first quarter of the year, the project supported CSOs and citizens to generate scorecards on their MMDAs' capital projects in 56 communities and



Community members in Kurugu in the West Mamprusi District of the Northern Region being supported to develop scorecards.

this completed the second round of the generation of scorecards across the 50 SA districts. Subsequently, between the 2nd and 4th quarter of year 4, the project undertook a third round of the generation of scorecards in 100 communities where capital projects identified in the 2017/18 AAPs were being implemented. The CSOs and citizens are supported to develop the scorecards along four performance areas: Project Initiation and Planning, Contractor Selection and Contracting, Project Execution and Citizens Perception of Benefits. The table below shows details of the development of scorecards on MMDA capital projects since the project inception.

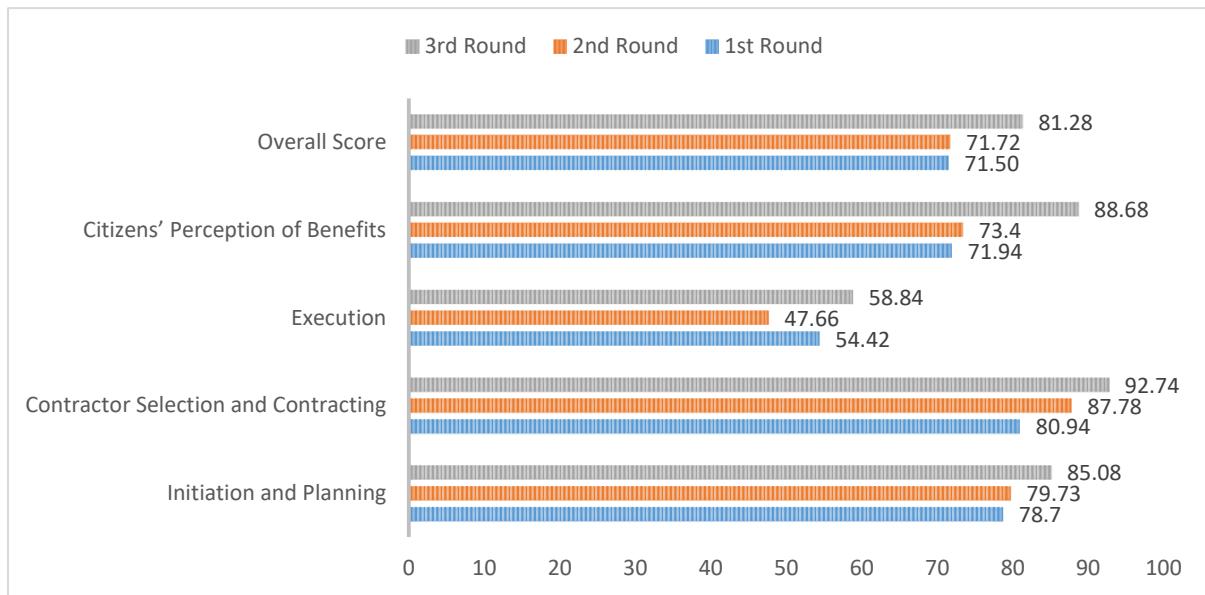
Table3: Development of Scorecards in 50 SA Districts

Rounds	No. of Citizens Involved		Total
	Males	Females	
1 st Round	6,566	3,589	10,155
2 nd Round	2,595	2,152	4,747
3 rd Round	2,757	2,146	4,903
Cumulative	11,918	7,887	19,805

Bawku West (98%), Garu Tempane (98%), Kwahu South (96%) were the districts that scored the highest marks in the third round of the scorecards, whilst the Amansie Central (54%), Lower Manya Krobo (54%) and Awutu Senya East (58%) districts scored the lowest. The 50 MMDAs scored an average of 85 percent for their performance in terms of the initiation and planning of capital projects. According to the scorecards, majority of the MMDAs included the selected capital projects in their AAPs and MTDPs through consultations with the project-beneficiary communities, although in a few districts, citizens raised concerns about how inclusive the consultations were. For instance, at Brofoyedru and Nkumkum Mangoase in the Agona East District of the Central Region, community members said only opinion leaders were involved in the consultations.

Fourteen (14) Assemblies scored low to average marks for their performance in terms of executing the selected capital projects. The Ahanta West District of the Western Region, for instance, scored 39 percent for Project Execution and one of the reasons was that community members in Ewusiejoe and Azani were dissatisfied with the progress of work on their projects, particularly because the projects were supposed to be completed in 2016. The Bawku West District of the Upper East Region is the only district that scored 100 percent for Project Execution. According to the scorecard, the contractors are regular on site and work is progressing according to schedule. Averagely, the 50 MMDAs scored 59 percent for Project Execution in the third round of scorecards development and this represents an increase of 11 percent over the previous score of 48 percent.

Figure1: Citizens' Assessment of District Assembly's Capital Project Performance in 50 SA Districts



Source: GSAM Project, 2018

A comparative analysis of the results from the three rounds of scorecards development shows that the average score for the 50 districts increased from 72 percent for the first round to 81 percent in the third round. Further details are shown in the chart below and can also be assessed on the citizen monitoring website – <https://gsamproject.org/>

Facilitation of Dialogue on MMA Capital Project Performance

Community interface and district town-hall meetings were organized in the 50 districts, bringing together MMA officials, CSOs, community members and other stakeholders, to dialogue on citizens' monitoring feedback on capital project delivery (as captured in the



Town-hall meeting in the Wassa East District, WR.

scorecards) and to negotiate corrective actions to address the concerns of citizens. A total of 1,294 people (885 males; 409 females) took part in these town-hall meetings during the year

Below are some of the concerns discussed at the community interface and town-hall meetings and the corrective actions agreed.

Table 4: Action Plans on Citizen Concerns raised during

Citizens' Concerns	Actions Agreed
Delays in the construction of a Health Centre at Wumenu in the Adaklu District, V/R.	The Assembly will take steps to get the contractor to resume and complete work on the Wumenu project.
Absence of disability-friendly facilities in the ongoing construction of a 1No. 3-Unit Classroom Block with ancillary facilities at Pokrom in the Akuapim South District, ER.	The Assembly will ensure that disability ramps are constructed as part of the project since it is part of the contract.
There is no provision for the aged and persons with disability in the construction of a toilet facility in Patrensa in the Bosomtwe District, A/R.	The Assembly has directed the project contractor to designate two cubicles to cater for the aged and PWDs.
Delay in completion of CHPS Compound project at Grunshi-Zongo in the East Gonja District, NR.	The Assembly should ensure that the contractor is paid to facilitate timely completion of the CHPS Compound project.
The wood used for the roofing and ceiling in the construction of a Community Centre at Gambaga in the East Mamprusi District, NR, is not according to the right specifications.	Leadership of the Gambaga community and the Assembly will meet with the contractor to discuss corrective measures for the ceiling by the end of May 2018.
Delayed start of work on a 20-Seater Aqua Privy Latrine in Nyankpala in the Tolon District, NR.	The Assembly will ensure that the project kickstarts by making funds available.
Concerns about the quality of blocks being used for the construction of a 3-Unit Classroom Block at Dambai DACE Demonstration School in the Krachi East District, VR.	The Assembly will hold a meeting with the contractor and the Assembly Member to discuss about the quality of the blocks.
A Teachers' Quarters project at Oborrah East in the Lower Manya Krobo District, ER, started in 2008 and is yet to be completed.	The Assembly will take steps to get the contractor to resume work on the project or abrogate the contract.

To date a total the project has empowered 8,577 people (4386 males; 4191 females) to dialogue on citizens' monitoring feedback on capital project delivery and to negotiate corrective actions for addressing these through town-hall and community interface meetings

Advocacy

The project organized engagements with the District Assemblies Common Fund (DCAF) Secretariat, Ministry of Finance and Economic Planning (MoFEP) and Public Interest and Accountability Committee (PIAC) to introduce the GSAM project and explore ways of working together. This formed part of efforts to scale up GSAM's advocacy from the local to the national level by forming partnerships with key national institutions to promote GSAM's concept of social accountability and to work towards getting key issues emerging from the district level engagements, such as the late release of the District Assemblies' Common Fund (DCAF), addressed. These institutions, especially PIAC, expressed delight in what GSAM is doing and indicated their willingness to work with the project.

Thus far, ground work has been laid for further collaboration with these institutions. In addition to these engagements, the project is working on a number of policy briefs that will highlight the key issues emerging from the various districts for national policy action.

The GSAM Public Policy and Advocacy Specialist represented the project at a CSO-Led Social Accountability Forum on the 2019 budget in Accra on September 2018 and made inputs, from GSAM's perspective, into a ten-point advocacy paper that was developed for presentation to the Ministry of Finance. Making use of such time-bound opportunities is one of GSAM's advocacy strategies.

At the sub-national level, the project continued with its support to the CSOs to conduct advocacy to get the MMDAs to address issues emanating from citizen monitoring of capital



Left: Group photo with the Western Regional Minister (second from right) after the meeting with the RCC. Right: Meeting with the RCC in the Volta Region.

projects, such as delays in the payment of contractors, enforcement of disability requirements in capital projects and ensuring citizens' participation in the selection and location of capital projects. Aside from the discussions on radio and meetings with the MMDAs, the CSOs are

being supported to prepare and issue position papers on the performance issues in their respective districts so as to exert greater influence on the MMDAs.

The project also held engagements with Regional Coordinating Councils (RCCs) in nine regions (where the project districts are based) to increase their awareness of the project and to discuss how can we collaborate better with them to achieve greater impact and sustainability. The regions are the Western, Eastern, Central, Brong Ahafo, Ashanti, Volta, Northern, Upper East and Upper West regions.

Key officials of the RCCs, such as Regional Ministers, Regional Coordinating Directors, Regional Planning and Budget Officers and heads of decentralized institutions took active part in these discussions and expressed their commitment to working with the GSAM Consortium to deepen accountability and performance of MMDAs, since that is a core part of their mandate.

In the Upper East Region, the Regional Minister, Mr Rockson Bukari, made some time to participate in the discussions in his region. He commended the USAID and the GSAM Consortium for implementing such an intervention and decried the phenomenon where political leaders are given '10 percent' and other forms of kickbacks by contractors, stressing that these corrupt practices lead to poor delivery of capital projects and a waste of public resources.

Among the recommendations proposed was for the RPCUs to integrate local participatory mechanisms of GSAM in their quarterly monitoring checklist to increase grassroot participation in governance and increase accountability. It was also recommended that the RCCs should engage MMDAs to strengthen the sub-structures of the MMDAs to improve on citizen engagement and ensure that MMDAs employ various communication mechanisms, such as radio and information centers, to increase their reach and engagement with citizens.

Social Media Forums

The project organized two-day forums on social media usage in Sunyani and Cape Coast for 17 CSOs, 37 District Assemblies and Regional Coordinating Councils (RCCs) in six regions. They are the Eastern, Western, Central, Volta, Brong Ahafo and Ashanti Regions. The project organized the forums for the participants to share experiences and gain new insights on how CSOs and District Assemblies can improve on the use of social media platforms to share



Participants putting into practice some of the learnings shared at the Cape Coast forum.

information on capital projects and enable citizens to voice their concerns and experiences on capital projects delivery in their districts.

Participants described the forum as very participatory and relevant to their social accountability work. Many admitted that currently, they were not making adequate or effective use of social media to promote engagement between citizens and local government authorities and therefore committed to doing so, going forward. To ensure that the learning from the forum is put to use, it was agreed as follows:

1. CSOs will liaise with the District Assemblies to set up and/or make effective use of their social media platforms to engage better with citizens, particularly on issues of capital projects.
2. For continuity and sustainability of the various social media platforms, CSOs will make assembly officials key administrators of the WhatsApp platforms.
3. CSOs will monitor and report on the use of social media platforms for citizen-local government dialogue on capital projects in their respective districts.

Below are links to some media reports on GSAM's social media forums.

- Graphic:<https://www.graphic.com.gh/news/general-news/use-of-social-media-platforms-for-citizen-local-government-dialogue-ends.html>
- ArkFM:<https://myarkfmonline.com/2018/06/21/ba-gsam-holds-workshop-on-effective-use-of-social-media-platforms-in-sunyani/>
- Ultimate FM: <http://ultimatefmonline.com/2018/06/25/sunyani-district-assemblies-csos-schooled-on-social-media/>

The Sunyani forum was also publicized on social media, including the US Embassy's Facebook page.

In the next quarter, the project plans to hold the social media forum for CSOs, District Assemblies and RCCs in the Northern, Upper East and Upper West regions. It is the expectation of the project that, in the medium to long term, CSOs and District Assemblies will, through the learning from these forums, improve upon their use of social media platforms to promote citizen-local government dialogue on capital projects.

Annual Cross-Learning Forum

The Consortium organized the second annual forum for CSOs, District Assemblies and Regional Coordinating Councils to discuss and share comparative learning and best practices about citizen monitoring and participation in local governance. The forum which took place at Forest Hotel, Dodowa from 28th Feb to 1st March 2018 brought together 62 participants which includes CSO partners, District Assemblies from the 22 SA districts in Eastern, Western, Central, Volta Regions, and representatives from the Regional Coordinating Councils. Recommendations emanating from the session forms part of the recommendations captured in this report.

At the forum, it was established that the Consortium will need to intensify the implementation of activities that are showing greater potential for achieving impact and sustainability. These include the training of community monitors, sensitization of citizens on capital project monitoring, use of alternative spaces such as churches and mosques for community outreach, and radio discussion programmes. The training of more community monitors, for instance, is to ensure that when the project is completed, citizens will be able to use the knowledge and skills gained to continue monitoring of capital projects.

The outcomes from the forums also provides information that goes a long way to help the Consortium scale up its advocacy efforts from the local to the national level to address key issues emerging from the district level engagements, such as the late release of the District Assemblies' Common Fund (Dacf) and the lack of district-level oversight of GETFund projects and other central government projects.

It was also agreed that the Consortium will strengthen its collaboration with the Regional Coordinating Councils (RCCs) and NALAG so that they can take ownership of the GSAM project and ensure that the assemblies sustain their performance in capital project planning and implementation. At the local level, the consortium and its CSO partners can also collaborate with the National Commission for Civic Education (NCCE) and Department of Social and Community Development in their community-level activities so that they can continue with GSAM's information, communication and education activities when GSAM is completed.

5. PROJECT OUTCOMES

Under this section, we present evidence gathered during the fourth year on progress being made towards achieving the project's goal and related outcomes as a result of the activities that have been implemented. The project conducted its Annual Survey for 2018, which tracks progress towards achieving the outcome indicators. The survey covered 25 districts, 504 citizens, 25 local government officials and 25 CSOs. The study targeted citizens, CSOs and District Assembly Officials. A cross-sectional survey design was adopted using multi-stage sampling techniques involving; cluster, simple random and purposive sampling at various stages to ensure that data collected truly represent the views of the target group. Using a sample frame of 3,167,808(Ghana Statistical Service, Population and Housing survey 2010 for citizens 16 years and above), the sample size formula for large samples, and a 5% margin of error, a sample size of 504 was obtained for the citizens survey. These citizens were equally assigned to the 25 randomly selected districts. The number of districts selected per region was based on the proportionate number of GSAM participation districts in the region.

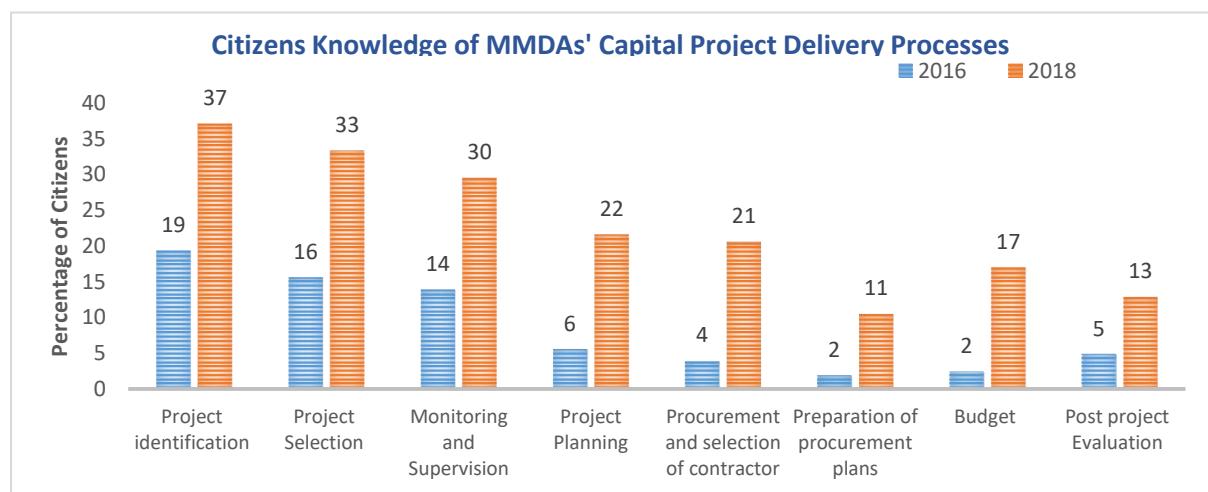
Consequently, Asunafo South, Jaman North, Atebubu Amantin, Sekyere East, Sekyere Central,Ejurasekyedumasi, Amansie Central,Bodi,Sefwi Akontombra, Wassa East, Assikuma Odoben Brakwa, Agona East, Kwahu Afram Plains,North, Kwahu South,Suhum, Bawku West

,Nadowli Kaleo ,Nkwanta South , Krachi East ,South Tongu, Adaklu, Gushegu,Zabzugu,Tolon and East Gonja were selected for the survey. Electronic mobile data collection tools using Kobo collect were used to collect data from citizens. Data were also collected from all our 25 CSO partners to assess their capacity for social accountability programming.

In addition, the project team documented a number of success stories and feedback from the project's stakeholders at the district and community levels. These evidences are discussed below under the various outcome areas.

Citizens' level of knowledge of MMDAs' capital project delivery

Citizens' knowledge of MMDAs' capital project delivery continues to increase as a result of GSAM's information campaign activities in the 50 districts. Forty-one (41) percent of the citizens surveyed in 2018 demonstrated knowledge of capital projects in their communities, such as the source of funding, contract sum, contract duration n, name of contractor, among others. This represents a 14 percent increase over the 27 percent recorded in 2016. Many of the citizens surveyed also demonstrated knowledge of the processes that MMDAs' follow in capital project delivery. For instance, forty-six (46) percent could mention at least two of these processes, representing a 10 percent increase over the 36 percent recorded in 2016. Thirty-one (31) percent of the citizens surveyed said they got to know of the assembly's capital project delivery processes through their participation in GSAM meetings. The figure below shows details of citizens' level of knowledge on the various capital project delivery process.



Below are some of the feedback received from district authorities, assembly members and citizens on how citizens' knowledge of capital projects has increased.

"Until GSAM came to our community, I did not even know what the District Assembly is all about, what it does and what I am supposed to do. Now GSAM has opened my eyes to know and understand

that I am part of the assembly and that I also have a voice in what happens in the Assembly. This alone makes me feel empowered which I am eternally grateful to GSAM.” – Community member, Asuoso, Sene East District, BA.

“Before the (GSAM) project, community interest in projects was very low. They had no knowledge of the projects. In some cases, the chief or assembly will just inform the people that a project is to be constructed and that was all. They also had a mind-set that projects are for government. However, things are changing. Now, they (in some communities) even know the contract sum and they show interest in checking the construction,” – Mr Henry Thomson, Assembly Member and DSC Chair, Assikuma Odoben Brakwa District, CR.

“In the past I thought capital projects executed in my community were from the Member of Parliament but thanks to GSAM for the orientation, I have acquired information on capital projects and understand that these projects are from our tax contributions to the national purse,” – Community member, Nadowli Kaleo District, UW/R.

“The GSAM project has put the Municipal Assembly on its toes considering the nature and quality of capital projects delivered to citizens of Nkwanta. The GSAM project publishes quarterly newsletters, reporting findings on all the districts in which they are operating including the Nkwanta South Municipality. Their activities have enlightened a great number of our citizens, particularly those from communities where GSAM led ordinary citizens to monitor the Assembly’s capital projects.” – Mr Isaac Adjeapon, District Planning Officer, Nkwanta South Municipality.

Accountability and responsiveness of MMDAs in capital project delivery

Through GSAM’s facilitation of engagements between citizens and their local government authorities, MMDAs have become more accountable and responsive by availing themselves to citizens to answer to their concerns and taking action to address these concerns. Fifty-nine (59) percent of citizens surveyed in 2018 said their assemblies met with them to address their concerns on capital projects in their communities. This represents a 46 percent increase over the 13 percent recorded in the 2016 Survey. The concerns raised by citizens bordered mainly on progress of work, quality of work, design of the projects, low community involvement in the planning and execution of the projects, etc.

Of those whose concerns were addressed, 34 percent indicated that their assemblies had resolved their concerns by effecting changes to the design of the projects; 29 percent said their concerns were addressed through meetings to build consensus; 12 percent said their assemblies addressed their concerns by making available to them information on capital projects; and 25 percent said their assemblies took other actions to resolve their concerns.

“GSAM has made the Assemblies to now take local communities more seriously. They now respect our views and provide responses to our demands more promptly than before. Previously, we could not question the work of the assembly. They don’t even care about our concerns but now, because of

GSAM they respect our views and take our concerns a bit more seriously.” – Community monitor, Atebubu Amantin District, BA.

Below are some of the many instances in which District Assemblies improved on capital project delivery by taking action to address the concerns of citizens.

In Asanteman in the Sefwi Akontombra District of the Western Region, the assembly changed the design of an ongoing 3-unit teachers' bungalow project to a 9-unit bungalow even though it came with additional cost. This was in response to the citizens' and teachers appeal for space to accommodate more teachers.



New classroom block for Bedum. Insert: the back of the classroom block.

In Bedum in the Assikuma Odoben Brakwa District of the Central Region, the assembly altered the design of a 6-unit classroom project to include doors, veranda and stairs on both sides. Originally, these facilities were provided for on only one side, but the community and teachers wanted to have these facilities on both sides to make the building more accessible. The District Planning Officer, Mr. Timothy Y. Gadagbui said the

citizens' actions led to quality execution of the project: “*The quality of what they did was superb, better than other projects.*”

In Chaang in the Nadowli Kaleo District of the Upper West Region, community members raised concerns about the quality of work on an ongoing 3-unit classroom project, which they said had already begun to develop cracks and would be a danger to the lives of children who will be using the classrooms in future. The Assembly visited the project to confirm the concerns and has since made the contractor to undertake remedial actions on the project.



Citizens of Chaang inspecting the work that has been done to address their concerns.

In Sampa Shiemkomblo in the Jaman North District of the Brong Ahafo Region, the site and design of a court building project was changed because of citizens' concerns about the site of the project. The court building will be constructed at a new site, even though the project had already commenced at the old site and was at foundation stage.

In Sanwa in the Banda District of the Brong Ahafo Region, community members raised concerns about the quality of the blocks that were being used for the construction of a toilet in the community. They also expressed concern about the window frames of the project, which they claim had been infested with termites. Following this, the assembly made sure the blocks were of good quality and the window frames replaced.

In Ombo in the Nadowli-Kaleo District of the Upper West Region, community members raised concerns about delays in the completion of a CHPS Compound project started in 2015. The assembly has since responded by providing funds to the contractor and work has resumed.

In Ntumkumso in the Sekyere East District of the Ashanti Region, the assembly completed and handed over a CHPS Compound project which had delayed for over six years. This was after GSAM supported the community members to repeatedly engage with the assembly to discuss their concerns regarding the project.



CHPS Compound project, Ombo.

Transparency in MMA's capital project delivery

Through GSAM's activities in the 50 districts, MMA officials are increasingly making information on capital projects available to citizens, which used not to be the case. As mentioned earlier, of the 59 percent of citizens who said that their assemblies had met with them to address their concerns on capital projects, 12 percent said their assemblies addressed their concerns by making available to them information on capital projects. Again, the fact that forty-one (41) percent of citizens surveyed in 2018 demonstrated some knowledge of capital projects in their communities is further evidence that many of the assemblies are increasingly making information on capital projects available to citizens.

District authorities, assembly members and citizens the project interacted with, during the year, also alluded to more transparency in the operation of the assemblies as a result of GSAM's social accountability activities.



Mohammed I. Alhassan, DCD, Tolon.

“Project costs are no longer secrets because you tell the community at the handing over that this project is going to cost you this much and so you should value it. If you tell them the cost of it, then they understand why they should take care of it. This year, in all areas that we are putting projects, we have written to all the assembly members to tell them that this project is coming to your area.” – Mohammed I. Alhassan, District Coordinating

Director, Tolon District, NR.

“There is more transparency compared to previous times. Project details were in the past not shared with communities, but due to the GSAM project, the assembly is making such information available to citizens, even contract sums.” – Henry Thomson, Assembly Member and DSC Chair, Assikuma Odoben Brakwa District, CR.

“There is improved transparency on the part of the assembly because the GSAM project strategy compels the assembly to share with citizens, details of the projects being monitored by citizens. The radio programmes and billboards also display the information.” – Andrews Kumah, Unit Committee Chairman, Kwapon, Asunafo South District, BA.

“The assembly now responds to requests for contract details and acts with professionalism when they answer such questions. Due to their knowledge of the assembly’s processes, citizens use the appropriate channels to ask for information and follow up to receive feedback.” – Boakye Stephen, Unit Committee, Chairman Ahafo Ano North District, A/R.

In Fieve in the South Tongu District of the Volta Region, the Member of Parliament, Hon



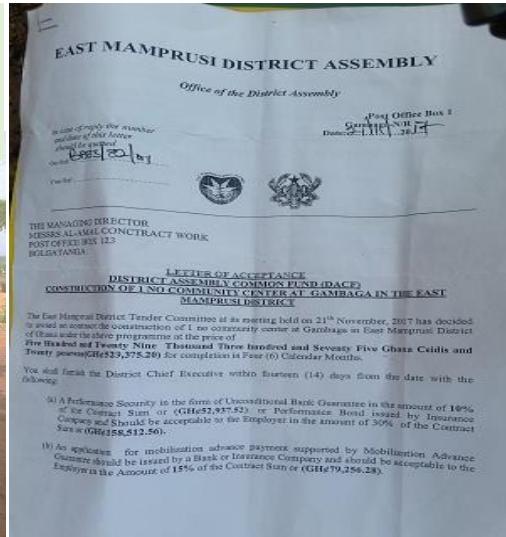
Hon Kobby Wayome (third from left) and Hon Louis Emmanuel Agama (second from left) presenting the drawings for the toilet facility to the Chief of Fieve. Right: The chief showing copies of the technical drawing to members of GSAM’s monitoring team.

Kobby Wayome and District Chief Executive (DCE), Hon Louis Emmanuel Agama, during the site handing over of a 10-Seater Water Closet to the project contractor, publicly disclosed the details and technical drawings of the project to the community to enable

them to monitor the project accordingly. In a recent monitoring visit to the community, the Chief of the area showed copies of the technical drawing and indicated that the drawings received have helped them to monitor work on the project.

In the East Mamprusi District of the Northern Region, the Assembly Man for Nakosugu Fong, Haruna Ibrahim says the assembly now shares with them contract award letters and showed one of such letters in his possession.

Below: the assembly member showing Samuel Asamoah Boateng, a member of the project team, contract award letter (right) the assembly shared with them.



Citizens' participation in District Assemblies Annual Development Planning processes

Findings of the 2018 Annual Survey show that GSAM's activities in the 50 districts is contributing to an increase in citizens' participation in MMDAs' development planning processes. Thirty Five (35%) percent of citizens surveyed in 2018 indicated having participated in the last annual development planning sessions of their respective assemblies, which is an increase of 9% over the baseline value of 26% recorded in 2015. These include participation in meetings to identify and select capital projects, meetings to seek consensus on annual action plans and meetings to inform citizens of approved capital projects, as well as Budget Hearings, as shown in Table 5

Table 5: Citizens' participation in annual development planning processes - 2018

Events	Percentage
Meeting to identify and select capital projects	58.1
Meetings to seek consensus on annual action plans	50.0
Meetings to inform citizens of approved capital projects	47.5
Budget Hearing	26.3
Others	20.6

Source: 2018 Annual Survey, GSAM Project.

"Most communities did not understand the contracting processes. With the GSAM project, because the communities are taken through right from the project selection, the procurement and tendering process and introduction of the contractor to the community, they participate effectively. It is one

project that has made community members to participate in handing over of project sites.” – Mohammed I. Alhassan, District Coordinating Director, Tolon District, NR.

CSOs's Capacity in Promoting Social Accountability

Through GSAM's capacity strengthening activities, the capacity of GSAM-supported CSOs to promote social accountability in their respective districts has also improved. As a result, some of them have been able to design new social accountability projects and have gotten funding to implement these projects. Eighty-six (86) percent of the CSOs said their participation in GSAM has contributed to their organization being awarded new social accountability projects. According to them, they drew on the knowledge and experience gained from the implementation of the GSAM project to demonstrate their capacity to implement social accountability projects; they were also able to demonstrate their knowledge of the operations of District Assemblies, as well as the capacity to work with donors like the USAID. Below is some of the feedback received from the CSOs.

“Our capacity to conduct social audit of these Assemblies through the GSAM accountability scorecard processes encouraged us to design a project to fight for the rights of the disabled. The empirical evidence of GSAM outcomes adduced in the project proposal might be one key reason why STAR-Ghana accepted this project.” – Global Action for Women Empowerment (GLOWA).

“As result of our constant engagement with the District Assembly on governance issues coupled with the radio discussions and other project activities [on GSAM], the District assembly recommended us for the project when GIZ approached them to identity an organization with the capacity and requisite knowledge and skills and there we got it.” – Global Action for Women Empowerment (GLOWA).

“GSAM contributed to strengthening our capacity on social accountability and anti-corruption work which positioned us better to compete and win new projects” – Community Development Alliance (CDA).

“We also used some of the principles of GSAM in the proposal development. The approach of monitoring of capital projects was used. The use of scorecards to generate evidence has been a strategy to this project. PPUs has been developed and printed for town hall meetings.” – Community Development and Advocacy Centre (CODAC).

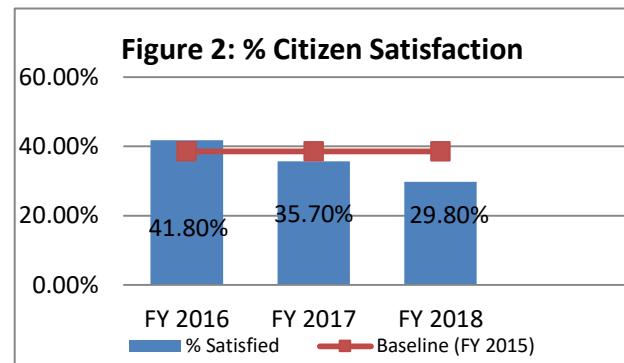
“GSAM has made us revise the focus of our organisational strategy. Initially, we used not to implement social accountability projects, but due to our participation in the GSAM project, we have now won funds from other donors in the area of social accountability and management of the organisation have now agreed that it is an area we can work since they have now realised that staff capacity has been built in that area.” – Sustainable Missions Aid (SMAid).

The Ghana Developing Communities Association (GDCA), one of the CSOs, indicated that it submitted a proposal based on the GSAM concept and has since received funds from the

Civil Society in Development (CISU) in Denmark, to expand its social accountability activities under GSAM to five new districts, namely: Savelugu Municipal, Saboba, Karaga, Kunbumgu and Mion Districts. The organization has also received funding from STAR Ghana to expand its social accountability work, with particular focus on improving Internally Generated Funds (IGF) of the target districts.

Citizens' Satisfaction with MMDAs' Capital Project Delivery

The project had anticipated that as citizens' oversight of capital projects is strengthened, their satisfaction of MMDAs' capital project delivery will increase. However, findings from the annual surveys have proved contrary. In 2015 when the baseline was conducted, 38.5 percent of citizens indicated that they were satisfied with the performance of their Assemblies in capital project delivery. In 2016, this increased to 41.8 percent. However, in 2017 and 2018 it dropped to 35.7 percent and 29.8 percent, respectively, which are below the baseline.



Whilst this may come across as a paradox, a number of reasons may have been accounting for this. For instance, as citizens become better capacitated and informed, it is possible that they become more rigorous in their assessment of MMDAs capital project delivery and therefore expect more from their MMDAs. Again, expecting citizens to become satisfied of MMDAs performance within this short time of GSAM implementation maybe a bit unrealistic. It is possible therefore that, in the medium to long term, as MMDAs continue to improve capital project delivery, citizens will become more appreciative and thus satisfied with MMAA performance.

Interestingly, the GSAM End-Line Impact Evaluation also found that both of GSAM's bottom up and top-down programming had recorded low rate of citizen satisfaction with capital projects and services.

6. OTHER PROGRAM NEWS

Dissemination of Impact Evaluation Report

USAID/Ghana, in collaboration with GSAM Consortium partners and the Ghana Audit Service, organised meetings with GSAM's implementing CSOs, Consortium members, GAS DAs, and other stakeholders, to share the findings of the impact evaluation (End-line) study that the USAID commissioned in line with component three of the GSAM project.

At both forums, Prof. Erik Wibbles of Duke University, who led the Impact Evaluation team to conduct the study in 2017 (when programming in the 50 GAS districts was completed), said it was conducted to assess the impact achieved on specific outcomes with the goal of learning from the past to make GSAM stronger in the future. He mentioned that most governance programs, when rigorously evaluated, rarely have influenced change, but GSAM has indeed had an impact, as shown in the box below. He said based on the findings, there is growing evidence that the combination of bottom-up and top-down approaches at the same time is necessary for sustained accountability and GSAM is in an excellent position to do this. Prof. Wibbles made some recommendations to improve GSAM implementation, as well as the programming of the USAID/Ghana's Democracy, Rights and Governance (DRG) office.



Prof. Erik Wibbles presenting findings of the Impact Evaluation study to the GSAM Consortium and CSO partners.

GSAM End-line Study

Summary of Key Findings

- In both GAS and CSO districts, citizens are more likely to bring complaints to DA.
- There is some evidence that programming increases DA consultation with citizens and reduces politicized benefits from projects.
- The prospect of citizen-driven accountability is improved, particularly where districts perform poorly in the SA districts.
- Too few citizens know about the project.
- Reported knowledge and responsiveness very high even with a small share of citizens involved!
- Responsiveness of administrators to citizens is real in the SA districts. However, changing internal DA practices bearing on projects is hard.
- There is reduction in political manipulation of budgets by politicians in GAS districts
- There is increased awareness of political manipulation among administrators
- CSO programming is making progress with citizens and administrators, while politicians are most concerned with threats from above.

Key Recommendations

- GSAM should further expand the extent of citizen outreach to cover majority of citizens within participating districts.
- USAID/GSAM/GoG should develop and implement programming to strengthen the internal institutional capability of DAs, including the development of an internal monitoring and evaluation system for development projects
- Training for key DA members and administrators involved in project planning and oversight, and efforts to professionalize the Audit Report Implementation Committees.

National Advisory Committee Meeting

A meeting of the National Advisory Committee (NAC) was organised on February 13, 2018 at the CARE office in Accra to brief members on the progress of implementation and seek their views on how the project can achieve greater impact and sustainability. It was the third meeting of the NAC, which was established for oversight and performance management of



the GSAM project. Members commended the Consortium for how far they had brought the project and recommended, among other things, that the project should work with local champions, like the radio presenters, establish proper collaboration with the NPDC to assess the performance of MMDAs and establish collaboration with the FOAT assessment. The committee is made up of the GSAM Consortium (CARE, Oxfam in Ghana and ISODEC), USAID, National Development Planning Commission (NDPC), Ghana Audit Service (GAS), Institute of Local Government Studies (ILGS), Ministry of Local Government and Rural Development (MLGRD), Local Government Service Secretariat (LGSS) and National Association of Local Authorities of Ghana (NALAG).

AOR's Working Visits to GSAM Districts

In June 2018, the USAID's Agreement Officer's Representative (AOR) for the GSAM project, Mr Emmanuel Mensah-Ackman undertook a working visit to four of the GSAM districts to get first-hand information on the implementation of the project, such as the functionality of the E-platform, and any key concerns relating to the project in those districts. The districts he visited were the Ahafo-Ano North Municipality in the Ashanti Region, Sunyani West District in the Brong Ahafo Region, Suhum Municipality in the Eastern Region and Bodi in the Western Region. He interacted with district authorities and other district-level stakeholders and also participated in community level activities such as scorecard generation, community interface meetings among others.

In September 2018, the AOR again led a delegation including the Contracts Specialist of USAID Ghana, Ruth Amagashe and the DRG Office Director Audra Kykos, to undertake another working visit to five GSAM districts. They are Lower Manya Krobo in the Eastern Region,



The USAID delegation (leftwards) in a group photo with community members in Mante, Asikuma Odoben Brakwa District, CR.

Asikuma Odoben Brakwa in the Central Region, Atebubu Amantin in Brong Ahafo Region and Amansie Central and Afigya Kwabre South in the Ashanti Region. The delegation took part in community level activities and interacted with various stakeholders, during which they encouraged the MMDAs to make good use of the GSAM E-platform as a medium to promote learning amongst themselves and to share best practices.

7. UPDATES ON PROJECT FINANCE

Table3: Financial Expenditure during the Period under Review (USD)

A	B	C	D	E	F=B+C+D+E	G=A-F
Obligated Amount	Cumulative Expenditure end of Sept. 2018	Estimated Expenditure end of Oct. 2018	Projected Expenditure end of Nov. 2018	Projected Expenditure end of Dec. 2018	Projected Cumulative Expenditure end of Dec. 2018	Balance end of Dec 2018
\$	\$	\$	\$	\$	\$	\$
9,340,000	7,128,129.66	206,797.21	197,869.71	313,137.54	7,845,934.12	1,494,065.70

Cost Share: The project has so far accumulated a cost share value of Six Hundred and Eleven Thousand, Fifty Four US Dollars and Twenty Seven Cents (USD 611,054.27) comprising \$ 567,195.27 in –kind and \$43,859.00 cash contributions .This represents 85% of the total cost share target of \$721,785. At this rate, the project on track to achieving its cost share target by September 2019. The consortium acknowledges the approval of our revised cost share structure and will continue to be guided by that in all our computations.

8. MAIN ACTIVITIES PLANNED FOR YEAR FIVE

The GSAM Consortium held an Annual Review Meeting at Elmina from the 18th-22nd September 2018 to reflect on the progress of implementation, challenges and lessons learnt over the last four years and to develop a workplan for the fifth year. Below are some of the key activities earmarked for implementation in Year 5, details of which can be found in the Year 5 Workplan:

1. Partner with local radio stations to initiate social accountability discussion programmes and broadcast jingles to disseminate key messages on social accountability.
2. Organize training on social accountability programming, reporting and fundraising for radio stations and other media houses (including bloggers) working in the 50 districts.
3. Develop, publish and disseminate bi-annual capital project performance updates.
4. Organize community durbars and meetings in alternative spaces in 1250 communities in 50 districts to disseminate project performance updates and sensitize citizens on capital project monitoring.
5. Organize engagements with political heads of the 50 MMDAs to sensitize them to the GSAM project concept.
6. Organize second round of training programmes for CSOs to strengthen their capacity in facilitating participatory planning using CARE's CAP manual, citizen monitoring and mobilization of funds for social accountability programming.

7. Organize training programmes for Assembly Members and MMDA Administrative personnel to improve on their internal capacities.
8. Generate citizen scorecards on MMDA's capital project performance and organise community interface and town-hall meetings between DAs and citizens to dialogue on issues of capital projects.
9. Organize, expand and deepen engagements with key local government institutions, (including the RCCs) to explore the possibility of working together to achieve sustainability and policy change and also discuss the institutionalization of the concept of CDMs.
10. Explore the establishment of District Assemblies Capital Project Performance index.

9. MONITORING AND EVALUATION

The GSAM consortium continued to implement the projects' AMEP to ensure effective tracking of project results for effective project delivery. The project continued to conduct routine monitoring of partners' activities to ensure compliance. GSAM also conducted its end of year 4 annual survey to assess the extent to which the project is achieving its outcome targets set for year 4. Using multi-stage sampling technique comprising simple random, purposive and quota sampling, the survey sought for information from a representative sample of 504 citizens, 25 District Assembly officials and 25 Civil Society Organizations (CSOs) sampled from 25 out of the 50 GSAM project Districts. Results of the survey have been used to update the project's outcome indicators as captured in the [progress towards target table in Appendix I](#) and also for discussions on project outcomes.

The project will continue to undertake various activities that will ensure that the project is implemented according to plan and achieve its desired results, as outlined below:

- Undertake monthly field monitoring of partners' activities to assess results of activities carried out by partners and to ensure that results of these activities are in line with plans, of the highest quality and originality.
- Organize routine and quarterly quality Assurance sessions with project partners to ensure that data collected are of high level of integrity and meets donor data quality stands.
- Conduct a third-party end of project survey to document project successes, lessons learnt and recommendations for future programming.

10. IMPLEMENTATION CHALLENGES

The main challenge encountered during the year was the transfers of staff and the posting of new staff to the MMDAs. This affected the pace of project implementation because the new staff needed time to appreciate the GSAM project before they could support the project's activities, such as the DSC meetings, community interface meetings, district town-hall

meetings, etc. In the course of the year, however, the project engaged with these new staff to sensitize them to the project and to secure their buy-in.

The low usage of the E-platform also remained a challenge. As discussed above under the E-platform, some measures were adopted to address this challenge and these had begun to yield positive results, though steadily.

11. LESSONS LEARNT AND RECOMMENDATIONS

- A sustained combination of bottom-up CSO programming and hierarchical (top-down) GAS performance audit programming is the surest way of improving both vertical and horizontal accountability. Findings of the End-line Evaluation shows that, while the Bottom-up (social accountability) programming has generally had more impact on citizen engagement and the behavior of administrators than top down accountability programming, the top-down programming has also had a bigger effect on politicians, who are sensitive to incentives created by centralized party and budget systems. The USAID and its development partners should therefore consider future programming aimed at scaling up and institutionalizing the use of bottom-up CSO led programming and top down hierarchical GAS performance audit programming in all Districts of Ghana.
- The GSAM Annual Surveys have shown that increasing citizen's satisfaction of the performance of their District Assemblies within a short time of GSAM implementation maybe a bit unrealistic. As discussed earlier, it appears that as citizens become better capacitated and informed, they become more rigorous in their assessment of MMDAs capital project delivery and therefore expect more from their MMDAs. In the medium to long term, it is possible therefore that citizens will become more appreciative of their MMDAs' performance in capital project delivery if there is sustained programming aimed at improving MMDAs performance in that regard.

12. CONCLUSION

Project activities were implemented largely as planned, but for the challenges posed by the transfers and postings of new staff to the MMDAs, as well as the low usage of the E-platform. Stakeholders at the district and community levels showed great interest in the project's activities and this made it possible for citizens to engage successfully with their MMDAs to demand accountability. Feedback from these stakeholders, as reported under project outcomes, shows that they have been impacted on, positively, by the project.

Over the years of implementation, the project has capacitated citizens' by impacting more on their knowledge, skills and level of confidence to engage their local governments in more effective ways, ensure they are listened to, demand actions, provide feedback and do more follow-ups. District Assemblies have been compelled to listen to their citizens more and more, and take actions especially on capital projects delivery, that have gone a long way in improving the lives of the local people. GSAM scorecard processes have also compelled DAs to open

up more to the general public and made information more available and accessible, thus contributing to the anti-corruption and value for money crusade being championed, especially at the local government levels in Ghana.

GSAM's approach to social accountability in Ghana has been unique both in scope and methodology and results. The project's use of bottom-up CSO programming and hierarchical GAS performance audit programming; using the citizen monitoring and scorecards processes have clearly shown great and deep seated results that has shown great potential for enhancing citizen-local governance effectiveness in Ghana. In the final year of the project, therefore, the Consortium plans to intensify the activities that have the potential to achieve greater impact and sustainability, as highlighted above under Main Activities Planned for Year 5.

Appendix I: Progress towards Targets

No.	Indicator	A	B	C	D	E=(D/C)*100	Actual for Y4 Qtr. 4	Comment/Remarks
		Baseline	Life of project target	Cumulative Target as at Year 4	Cumulative Actual as at Sept 2018	% Achievement		
1	Percentage of citizens satisfied with District Assembly's (DA) capital projects	38.52%	60%	60%	29.77 %	49.6%	-	Citizen satisfaction to DAs performance has been reducing over the years. This can be attributed to the improved citizen's capacity in DA processes which has made them more rigorous in their analysis and assessment of their DA performance. It is anticipated that that, as DAs become more and more responsive to citizens demand over a sustained period, their satisfaction about these services may increase. Female 29.9% Male =30.6%
2	Percentage of citizens who have knowledge on capital projects undertaken in their communities.	17.7%	40%	35%	40.9%	116.8%	-	Female =35.4% Male = 43.4.4%
3	Percentage of citizens who have participated in the last annual development planning sessions.	26%	40%	35%	34.5%	98.6%	-	Female =29.8 % Male =36.7%
4	Percentage of citizens who say that their DAs met with them to build consensus or provide information about issue concerning selected capital projects.	0	40%	40%	59%	147%	-	DAs are responding to citing demands at an increasing rate than had been anticipated by the project. This may be due to the numerous platforms such as community interface meetings, town hall meeting etc. created to foster dialogue between citizens and their duty bearers. Female =66.7% Male =56.9
5	Percentage of citizens who can identify at least two processes in MMDAs developments in 50 SA districts	0	60%	60%	45.4%	75.7%	-	Many of the citizens interviewed were able to correctly identify at least one of the processes but not two. Also since the collection of information on the indicator relies much on memory, it is expected that, as the project intensifies its information campaigns, much more citizens may be able to correctly identify two or more processes. Female =36% Male =47.3%

6	Percentage of capital projects being monitored with community score cards/report cards	0	30%	30%	25%	83. 0%	-	Generally, GSAM project districts implemented 8 capital projects per year. Therefore, monitoring 2 projects within the year amounts to 25%.
7	Number of communities that have received reports of GAS performance audit findings of capital projects	0	1250	1,250	1,250	100%	-	This activity was completed in year 2.
8	Number of communities that have received reports of citizen score cards results on capital projects	0	1,500	1,500	1,731	115%	153	More communities have received the reports of project performance updates than was planned since some of the CSOs disseminated to more communities than planned due to the citizen's demand for information of Das performance.
9	Number of bi-annual capital project performance updates developed, published and distributed using information from the E-Platform	0	300	300	150	50.0%	50.0%	GSAM has completed 3 rounds of project performance updates in all 50 districts. It is expected that, the project shall complete additional 3 rounds of project performance updates before the end of project in September 2019.
10	Number of district steering committee members/citizens that employ ICT in monitoring capital projects in the 50 SA districts	0	1350	1350	1,357	100.5%	-	There were no new additions to the number during the quarter. However all 1,357 citizens, comprising 793 males and 557 females continue to use various WhatsApp platforms /ICT to monitor and discuss various issues on capital projects within their districts.
11	Number of individuals in CSOs who received USG - assisted training to strengthen transparency and accountability	0	100	100	407	407%	-	The consortium did not train any new CSOs staff during the quarter. However, the 407 individuals in CSOs trained continue to demand for transparency and accountabilities. Disaggregation by Gender: Male =289, Female = 118
12	Number of CSOs receiving USG assistance engaged in advocacy interventions.	11	38	38	27	71%	27	All 25 partner CSOs we are currently working on as well as the 2 CSOs we worked with for only one year of the GSAM project are implementing sub-national level advocacy interventions, which include ensuring the erection of billboards containing project information on project sites, timely payment of contractors, ensuring citizens' participation in the selection and location of DA capital projects, etc.

I3	Number of local mechanisms supported with USG assistance for citizens to engage their sub - national government	0	8	8	7	75%	0	The consortium have developed seven policy briefs and position papers. Currently the mechanisms used by the consortium to enhance citizen DA engagements are Town hall meetings, community scorecards, radio jingles, alternative spaces, printed materials, group discussions, and policy briefs.
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