PARTICIPATORY MONITORING & EVALUATION

SEND's Approach to Promoting Social Accountability:

Implementation Manual

POLICY LITERACY

RESEARCH

POLICY ADVOCACY

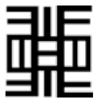
RESPONSIVENESS

SEND GHANA

diakonia
PEOPLE CHANGING THE WORLD

GPSA
GLOBAL PARTNERSHIP FOR SOCIAL ACCOUNTABILITY

PARTICIPATORY MONITORING & EVALUATION | Implementation Manual

Adinkra Symbols	Meanings
 **Nea onnim no sua**	**Knowledge** Knowledge comes by learning.
 **Mate masie**	**Knowledge/Wisdom** What I hear, I keep
 **Wo nsa da mu a**	**Democracy/Pluralism** If you have your hands in the dish, people do not eat everything and leave you nothing.
 **Sesa woruban**	**Transformation** A new beginning

ISBN: 978 – 9988 – 2 – 3804 – 9

Printed @ BlueVyne ltd

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List of Acronyms

AIDS	Acquired immune deficiency syndrome or acquired immunodeficiency syndrome
CARD	Community Action for Rural Development
CBO	Community Based Organization
CEO	Chief Executive Officer
CHOs	Community Health Officers
CHPS	Community-Based Health Planning Services
CHV	Community Health Volunteers
CSO	Civil Society Organizations
DA	District Assemblies
DACF	District Assembly Common Fund
DCD	District Coordinating Director
DCE	District Chief Executive
DCMC	District Citizen Monitoring Committee
DDF	District Development Fund
DDHS	District Director of Health Service
DHMT	District Health Management Team
DHMC	District HIPC Monitoring Committee
DPO	District Planning Officer
EGDA	East Gonja District Assembly
EGOCSA	East Gonja Civil Society Association
FGD	Focus Group Discussions
FNGO	Focal Non-Governmental Organization
G-PM&E	Ghana Participatory Monitoring & Evaluation Network
GELAP	Grassroots Economic Literacy and Advocacy Program
GFD	Ghana Federation of the Disabled
GHS	Ghana Health Service
GHW	Ghana HIPC Watch
GOG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
GPRSP	Ghana Poverty Reduction Strategy Paper
GSFP	Ghana School Feeding Program
HIPC	Heavily Indebted Poor Countries
HIV	Human Immunodeficiency Virus
ICT	Information and Communications Technology
ID	Identification Cards
IDA	Irrigation Development Authority
IMPROVE	Improving Maternal Health Service Delivery Through Participatory Governance
IMS	Information Management System
ISODEC	Integrated Social Development Center
LEAP	Livelihood Empowerment Against Poverty
MBO	Municipal Budget Officer
MCD	Municipal Coordinating Director
MCE	Municipal Chief Executive

MDA	Ministries, Departments and Agencies
MDG	Millennium Development Goal
MFO	Municipal Finance Officer
MMDA	Metropolitan, Municipal and District Assemblies
MOFEP	Ministry of Finance and Economic Planning
MOU	Memorandum of Understanding
MOWAC	Ministry of Women and Children's Affairs
MoLGRD	Ministry of Local Government and Rural Development
MTDP	Medium Term Development Plan
NCCE	National Commission for Civic Education
NCPD	National Council for Persons' With Disability
NDPC	National Development Planning Commission
NGO	Non-Governmental Organization
NHIS	National Health Insurance Scheme
PLWHIV	People Living With Human Immunodeficiency Virus
PM&E	Participatory Monitoring and Evaluation
PWD	Persons With Disability
RCC	Regional Coordinating Council
RUWACDA	Rural-Urban Women and Children Development Agency
SAP	Structural Adjustment Program
SHAD	Smallholder Agriculture Development
SEND	Social Enterprise Development
SMS	Short Message Service
SPSS	Statistical Package for the Social Sciences
TV	Television
UDS	University for Development of Studies
WAEC	West African Examination Council

Foreword

Development practitioners have many ideas about how to implement projects. Often times, however, approaches are not based on well-tested and proven methodologies. Organizational culture for recalling best practices is inconsistent, and promoting knowledge management, learning and sharing is not institutionalized. Often the result is that practitioners are engrossed in a continuous cycle of "re-inventing the wheel," rather than innovating from lesson learned. To remain relevant, organizations need to adapt from "what has worked." They need to be guided by well-founded, experienced-packed, and seriously thought-through documentation.

Since 2002, SEND GHANA pioneered the use of social accountability tools which have contributed immensely to good governance in Ghana. The development and implementation of the PM&E framework has attracted attention from state and non-state actors, development activists and advocates, as well as academe. Consequently, SEND has persistently been asked to share its PM&E model. In response, SEND has developed a comprehensive, yet user-friendly, manual so that interested organizations can adopt and replicate the model to fit into their own contexts. Thanks to our partners, Diakonia, CordAid, Christian Aid, Oxfam, and IBIS, for supporting the development of the PM&E methodology.

It is our expectation that civil society organizations operating at all levels within Africa and beyond, will find this manual useful to implement SEND's tried and tested PM&E framework. We hope that organizations using the manual will build on SEND's experience to create knowledge and develop approaches to galvanize grassroots activism. This is the only way that we will have governance systems that are responsive to the needs and aspirations of citizens, especially socially excluded groups and individuals.

The Board of Directors of SEND wishes to acknowledge the Management and Staff for their professional facilitation and coordination of PM&E processes over the years. We recognize the time and effort they invested in painstakingly harvesting from their experiences, and writing the guides and case studies represented in this manual. Special mention goes to Clara Osei-Boateng for organizing the writing process and to George Osei-Bimpeh for his overall supervision. Dr. Nancy Drost designed, edited and prepared this manual for publication.

Lastly, we are grateful for financial assistance from Diakonia (Sweden), and the World Bank through its Global Partnership for Social Accountability fund

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- We acknowledge the support of SEND's administrative and finance teams for their support throughout the preparation of this manual

Preface

Purpose of the Manual

In 2010, SEND GHANA won the One Africa Award for promoting good governance practices of accountability, transparency and equity. Dr. Sipho Moyo head of One Africa explained why out of more than 250 organizations SEND GHANA was adjudged the best. *"SEND GHANA stood out as an exceptional organization that educates and empowers citizens to take part in the political process and access the services available to them. What impressed us even more was SEND's model of citizen engagement, education, training and advocacy which is backed up by policy research. It not only promotes sustainable development but more importantly can also be replicated in different regions and countries."*

Since SEND won the award, many civil society activists have asked me about our PM&E methodology for promoting good governance in Africa. With this manual, we are responding to development organizations and practitioners interested in understanding and acquiring the skills to apply SEND's PM&E model to empower citizens to hold government accountable at community, district, regional and national levels.

In 2002, in response to Ghana Poverty Reduction Strategy Paper I (GPRSP), which called for the principle of partnership between government and civil society, SEND's PM&E was established. Within this partnership, civil society was assigned two key functions:

- mobilize the poor – the main target group of GPRSP – to participate in the planning and implementation of pro-poor programs in health, education, water and sanitation
- serve as "watch dogs" to ensure good governance practices in the delivery of the GPRSP I.

Civil society faced two challenges in performing the role of watch dog for the GPRSP.

First, most civil society organizations were afraid of the Government of Ghana (GoG). Two examples will shed light on the extent of civil society's apprehension. In 1993, the Board of the Integrated Social Development Center (ISODEC), which I chaired, adopted a policy advocacy program to campaign against the Structural Adjustment Program (SAP) . In response, the Executive Director and key staff of ISODEC resigned to set up a new NGO. The group argued that the advocacy activities would expose ISODEC staff to repression by the GoG. In 2001, supported by Oxfam-UK, I held a meeting in Tamale, the capital of Northern Regional, to mobilize civil society to join SEND in the Ghana HIPC Watch (GHW) Project. More than half of the 30 participants claimed that I was "inviting trouble" and were unwilling to participate in the GHW initiative. However, in both cases we went ahead with the initiatives, and the fears that civil society had of Government retribution did not materialize.
1

Second, the activities of development NGOs and faith-based organizations – the dominant civil society actors – were restricted to the provision of social services. For example, I coordinated a training project for more than 25 church-based development programs and they were exclusively focused on improving agricultural productivity and primary health care services.

1 SAP Adjustment in Africa: Lessons from Country Case studies. 1994. Edited by Ishart Husain & Rashid Faruqee.

2 HIPC: High Indebted Poor Country

The civil society-government interface on matters of policy was minimal and sporadic. Civil society had limited experience and skills to facilitate meaningful citizen -government partnership as envisaged by the GPRSP I framework.

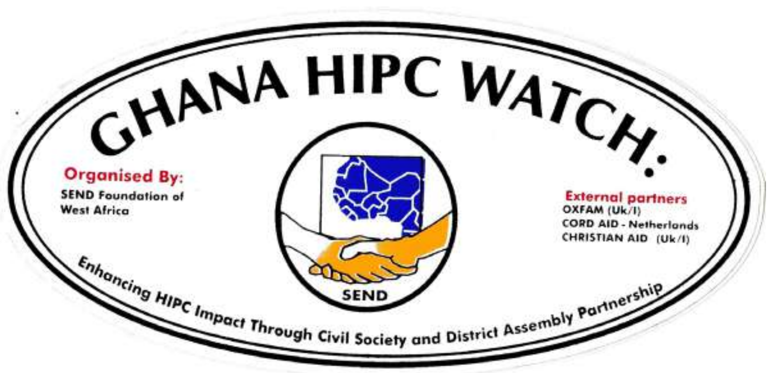
Given this context, SEND's use of PM&E has evolved through three periods: i) Rights-awakening, ii) Scaling-up PM&E activities, and iii) Institutionalizing PM&E structures.

Evolution of SEND's PM&E

Rights awakening period (2002 to 2005): In 2002, SEND designed the Ghana HIPC Watch (GHW) project to educate and mobilize civil society to engage with the Ghana Poverty Reduction Strategy (GPRS)

The preparatory activities of GHW were threefold:
- First, SEND staff were trained to understand the GPRSP framework, principles, and roles and responsibilities of the civil society in its execution.
- Second, SEND developed a partnership with the MoLGRD, NDPC and 25 of the poorest District Assemblies (DA) in Northern Ghana. Based on the partnership agreement, MoLGRD wrote to the 25 DAs to collaborate with SEND. Separate partnership agreements were signed with the 25 DAs.
- Finally in 2003, the Minister of State responsible for the NDPC and GPRS launched GHW in Tamale. This political endorsement of the GHW, was followed by the NDPC co-facilitating with SEND, 25 district, 9 regional, and 1 national GPRS Sensitization Workshops.

Furthermore, at the regional and district levels, SEND developed partnerships with civil society organizations (CSOs) to serve as FNGOs. The FNGOs were responsible for the coordination of GPRS Sensitization Workshops attended by community-based development groups, farmer co-operatives, faith-based organizations, women's groups, media, persons with disability, DAs and RCC. The workshops featured principles of partnership, participation, and roles and responsibilities of the different stakeholders in the implementation of the GPRS. To reinforce the sensitization, copies of the GPRS, as well as GHW educational leaflets, posters and stickers, were distributed to citizens and local government officials.



Each of the district workshops ended with the assembly and CSOs agreeing to jointly set up DHMC to monitor projects funded with HIPC grants.

In preparing the 25 DHMCs to undertake the monitoring, SEND collaborated with the Department of the Controller General to train them on the financial management guidelines for HIPC-funded projects. To facilitate data collection, MoLGRD provided data on the budgets, project types, locations and contractors for all the HIPC-funded projects in the 25 districts. With the support of a consultant, SEND developed the PM&E Manual to assess HIPC-funded projects.

Projects were monitored using three major indicators – governance, accountability and equity. Using these three indicators, DHMCs were trained to collect data on HIPC-funded projects. The initial monitoring activity was organized over a period of 11 months (July 2003 to September 2004). During that time, quarterly experience sharing meetings were held with the 25 FNGOs in Tamale. To support the monitoring, 30 journalists were sensitized on the GPRS and encouraged to report the findings and recommendations of the DHMCs in their newspapers, and radio and television programs.

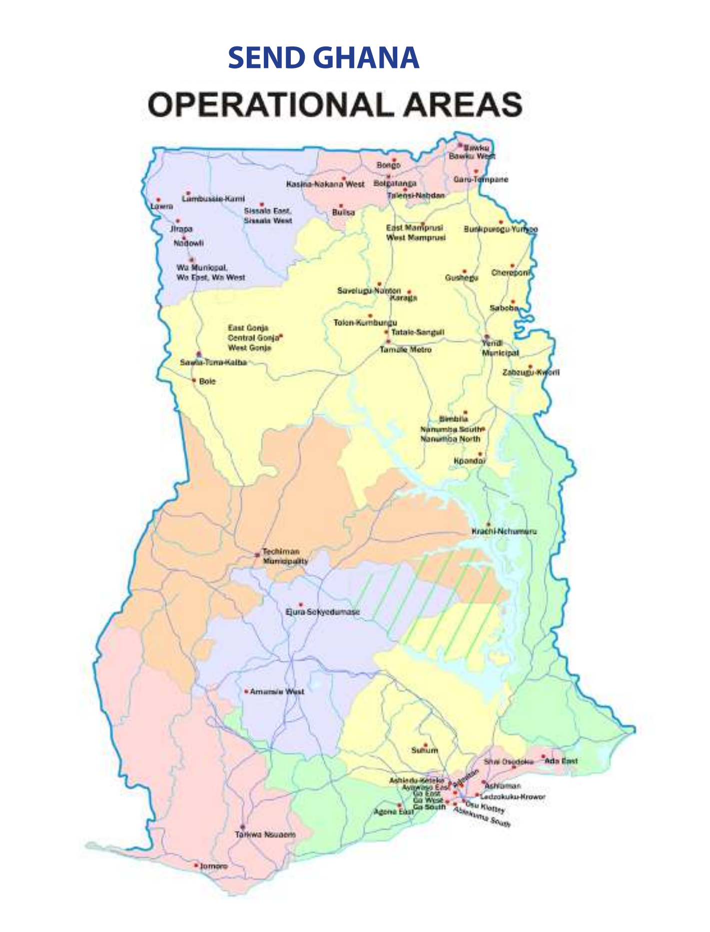
The first PM&E Report was published in 2003 in its entirety in The Daily Graphic, Ghana's leading state-owned newspaper. This was accompanied by a week of lobbying and media engagement in Accra by DHMC members, especially persons with disability, targeting key ministries, departments and agencies. By the end of the GHW project, citizens' enthusiasm to hold government accountable using the PM&E approach was firmly established. Civil society organizations across Ghana were requesting SEND to scale up GHW to include their districts. The Ghana HIPC Experience (2005) was published highlighting achievements, challenges and lessons, which later influenced the PM&E scaling-up strategy.

PM&E Reports 2002-2005
Ghana HIPC Watch Project: A Summary of Regional Workshop Report, 2002
Performance Assessment of Government of Ghana's Utilization of HIPC Relief Fund, 2003
Civil Society Engagement in Poverty Reduction Strategies: Ghana HIPC Watch Experience, 2005

Scaling up PM&E (2006 to 2009): In response to the popular interest in the PM&E approach, SEND's Management took steps to scale up the GHW experience. The initial step was the establishment of Grassroots Economic Literacy and Advocacy Program (GELAP) comprising three mini-projects: Participatory Flexible Trade Policy Research, Millennium Development Goal Monitoring Campaign (MDG) and GHW. The overall aim of GELAP was to improve the impact of the GPRS on the livelihood security and welfare needs of resource poor men and women with PM&E as the operational framework.

PM&E Reports 2006-2009
Where Did Ghana's HIPC Funds Go? 2006
What Impact? HIPC Founded Projects in Ghana, 2007
Enhancing stakeholder participation in School Feeding Program, 2008
Monitoring campaign – MDGs, 2008
Whose decision counts?: A monitoring report on the Ghana School Feeding Programme (GSFP), 2008
Free trade, small scale production and poverty, 2008
Challenges of institutional collaboration – GSFP, 2009
Investing in smallholder agriculture for optimal results: the ultimate policy choice for Ghana, 2009

Under this new arrangement, the GHW was expanded in several key areas. First the target districts of the GHW were increased to cover the top 50 poorest districts in Northern, Upper East, Upper West, Volta, Central and Greater Accra Regions. Second, capacity strengthening of the DHMCs and FNGOs was prioritized to make them capable of monitoring the different pro-poor projects in the GPRS. Training topics included: negotiation, advocacy, lobbying and report writing skills. Third, a communication strategy was developed emphasizing a multimedia (i.e. television, radio and newspaper) approach and incorporation of media events during the four PM&E stages. Guided by the communication strategy, SEND's first web-site was established, the *HIPC Update* was turned into *Citizens' Watch* newsletter, and staff and FNGOs received media skills training. Similarly, the GPRS Sensitization Workshops underwent changes. The sensitization workshop was restricted to the 50 target districts of GELAP and focused mainly on persons with disability, women and farmers, in order to make them aware of pro-poor initiatives intended to address their needs. For example, free health care services for pregnant women were emphasized in all the workshops.



As Ghana was implementing GPRS II which emphasized growth with redistribution, the sensitization workshops identified weaknesses and recommended improvement to maximize the impact on the poor . Trade policy education was included in the GPRS II sensitization to mobilize civil society to advocate for the promotion of pro-poor trading policies, for instance, agricultural development strategies focusing on food rather than export crop production. These workshops gave birth to the Women in Agriculture Lobby Team dedicated to researching and advocating for gender equality in agriculture related projects in the GPRS II.

Even more importantly, the focus of the monitoring by the DHMC shifted to assessing impact and the GoG's extent of compliance with the policy commitment to allocate HIPC funds based on level of poverty in the districts. To address this new focus, the PM&E Manual and monitoring indicators were revised. The four indicators developed were: accountability, transparency, equity and participation. They are defined in the box below.

1

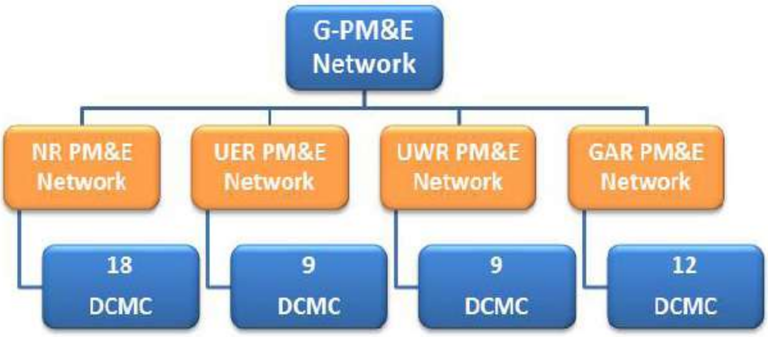
3 Ghana Growth and Poverty Reduction Strategy (GGPRS II), *2006 to 2009*

Box 1 PM&E Indicators

Accountability: assesses compliance of duty bearers with laws, administrative procedures and financial management systems in the planning and implementation of government pro-poor programs. Examples of areas of focus include procurement laws, auditor and accountant-general departments' guidelines for financial management systems of projects, and budgets passed by Parliament.
Equity: examines the extent of spatial, social, occupational and gender equality in the planning and implementation of pro-poor programs. Examples of areas of focus are the beneficiaries of pro-poor projects and especially whether PWDs, food crop farmers and women are benefitting, and what types of benefits they accrue.
Transparency: investigates coordination of implementing agencies involved, and availability of information about pro-poor projects to the public, especially their intended target beneficiaries. Examples of areas of focus are coordination between DAs and MDAs on pro poor-projects, and types of pro-poor project information that is available to PWDs, food crop farmers and women.
Participation: assesses the involvement of the poor and their civil society allies in the planning and implementation of pro-poor programs. For example, whether women, PWDs, and CSOs were consulted in planning of pro-poor projects.

Eight PM&E Reports were published, and each was followed by a week of national lobbying. These reports were widely covered in the media. For example, *The Insight,* a private newspaper carried, in its 21st and 22nd August 2006 editions, the following headlines: *HIPC FUNDs*: *"SEND Raises Doubts Over Accounts."*

Outside of Ghana, SEND was using the PM&E Reports to participate in various international networking meetings on the HIPC initiative, for example, the Commonwealth HIPC Ministerial Conference. International development organizations, such as the World Bank, were using their websites to distribute SEND's PM&E Reports. By the end of GELAP Phase One, PM&E structures were established in the 50 poorest districts of Ghana and SEND was recognized locally and internationally for its bottom up and participatory approach to enabling and strengthening citizen-government partnerships.



Institutionalizing PM&E Structures (2008 to 2014): This involved capacity building to support the scaling up of activities and the sustainability of PM&E structures. SEND's Strategic Plan 2008 to 2012 underscored organizational reforms of SEND and structures of the PM&E. The GELAP human resource policy was amended in two significant ways. The first allowed for the recruitment of new staff with advanced academic backgrounds and research skills, who were capable of designing and overseeing the monitoring activities, as well as writing PM&E reports. Secondly, experienced SEND staff were supported to pursue Master Degrees in development studies, public policy, gender studies, human resource management, accounting and administration. Out of the 8 staff supported, 6 are presently serving in various senior management capacities.

DHMCs were transformed into District Citizen Monitoring Committees or DCMCs. The Quarterly Review Meetings of the Focal NGOs was reconstituted into the Regional PM&E Network, and the national Lobby team became the Ghana PM&E Network.

SEND's Regional Offices offices were upgraded into into networking centers centres providing technical technical assistance to the to the DCMCs' monitoring activities and advocacy events. SEND's Accra office assumed responsibility for facilitating national advocacy events of the Ghana PM&E Network.

PM&E Reports
Making Decentralization Work for the Poor, 2010
An Assessment of the Capitation Grant in Ghana, 2010?
Balancing Access with Quality Healthcare: An Assessment of the NHIS in Ghana, 2010
Managing Public Finance for effective local development, 2013
Our Money, Our Share, Our Say, 2013
Building Resiliency for Upcoming Challenges: the Need to Restore Confidence in Smallholder Famers, 2013
Healthcare at the Doorstep of Citizens: Unleashing the Potential of CHPS, 2013
Changing the Lives of the Marginalized Through Participatory Monitoring and Evaluation, 2013

The activities of the various stages of PM&E also underwent changes. For instance, the policy literacy stage was re-designed, focusing solely on pro-poor programs to be monitored, i.e. School Feeding Program, National Health Insurance Scheme, and PWDs' share of the District Assembly Common Fund. ICT was introduced into the research stage to make data collection, storage and processing easier and faster. In 2014, a specialist position, Learning, Monitoring and Evaluation, was created to ensure the mainstreaming and coordination of ICT in the implementation of all PM&E projects.

To strengthen the responsiveness stage, SEND initiated policy dialogues at district, regional and national levels, demanding verifiable commitments from duty bearers. A full-time Communication Officer was hired to supervise media activities and ensure that journalists independently held officials accountable for commitments secured during policy dialogue sessions.

Partnerships with community and regional FM radio stations were formalized to enable them to cover the policy dialogue sessions. With these changes, PM&E activities were scaled-up. For example, several pro-poor programs were monitored simultaneously, and reports published bi-annually. In addition to the eight PM&E Reports, SEND also started preparing policy briefs mainly targeting Members of Parliament, donors and media. The fact that PM&E reports were recognized as reliable sources of information for decision making by public officials is emphasized by the two quotations in the box below.

Hon. Dr. Kwabena Twum-Nuamah, MP for Berekum East Constituency and a Member of the Parliamentary Select Committee on Health, "SEND GHANA has become the unofficial research assistant for parliamentarians because members of parliament barely have documents to work with. We are supposed to oversee the institutions, but we don't have information to critique them. We only rely on information they [government] give us to critique them." From the launching ceremony held in 2015 on the PM&E Report, *Making Safe Motherhood a Reality: The Issue of Financing.*

Mr. Frank Torblu, Executive Director of Health Insurance Service Providers Association: "SEND GHANA, over the period, has been doing a lot of advocacy work which is inuring and to the benefit of the entire nation, especially in the health delivery system in this country. I have had the opportunity to read their previous reports, and I am so glad to announce to you that as part of efforts of the National Health Insurance Scheme, to make its work better, we have incorporated some of their recommendations to improving administrative and infrastructure development. I think this is a step in the right direction."
From the launching ceremony held in 2015 on the PM&E Report, *Is the National Health Insurance Pro-Poor?: The need to make Inclusive Progress on Health Outcomes.*

Development organizations in Uganda, Burkina Faso, Niger and Mali were mentored by SEND to replicate its PM&E model to strengthen pro-poor policy advocacy in their respective countries. A summary of overall challenges and lessons learned are summarized below.

Challenges and lessons learned

Key challenges that have persisted over the years are:

- **Accessing** information and data about pro-poor programs is never timely. Government officials are reluctant to give out information.
- **Weak organizational** capacity of civil society partners. The majority of FNGOs have rapid staff turn-over, weak management structures, and are highly dependent on SEND for funding. Skills need strengthening, especially in the administration of research instruments.
- **Low participation of women** due to their limited education and workloads.

The lessons below highlight how SEND has addressed these challenges over the years.

Key lessons learned

- Strong research capacity is critical for the generation of evidence, which is convincing to all stakeholders, especially policy makers and implementers of pro-poor programs.
- Formal partnership with Government at national level empowers politicians and civil servants at regional and district levels to confidently and openly collaborate with a PM&E initiative.
- Joint capacity building of government and CSOs helps to build trust, openness, and mutual accountability, and strengthens local ownership of the policy change recommendations brought on by PM&E.
- Visibility and leadership of representatives of the poor enhances government trust and confidence in PM&E activities and policy change recommendations.
- The use of a multi-media communication strategy reinforces messages and helps to sustain policy change recommendations in the public domain.
- Building alliances and networking with like-minded organizations is essential for leveraging positive responses from government
- Public servants and political institutions are not homogeneous in their views and positions on pro-poor programs. There are potential allies in every government and public institution. Identify and build working relationships with them.
- Responsiveness of government officials and decision-makers takes time and requires regular follow up to be effective.
- Align policy advocacy with the timeline of the government business cycle; this will make it easier to achieve responsiveness.
- Capacity building of stakeholders should be consistent and an integral part of all PM&E activities.
- Documentation of PM&E activities helps to facilitate learning and sharing of experiences.

This manual is SEND's contribution to strengthening good governance practices in the planning and implementation of poverty reduction programs. It is my ardent hope that just as SEND has used PM&E in Ghana and Sierra Leone to empower citizens, the users of this manual will be able to replicate and adopt our experiences to transform the lives of the poor in other parts of Africa.

Siapha Kamara
CEO
SEND West Africa

Introduction

Principles Informing PM&E

PM&E is a widely used framework to empower poor men and women to champion their own development. SEND West Africa's application of PM&E is underpinned by ten core and guiding principles described below:

1. **Honesty:** PM&E, at all stages, especially during the research stage, should be based on facts that are verifiable by any of the stakeholders, i.e. government and its development partners. Exaggeration or manipulation of data and information discredits the stakeholders and undermines the intent of the policy advocacy activities.

2. **Multi-stakeholders:** Stakeholders fall into two categories: primary and secondary. The primary stakeholder are poor men and women who are beneficiaries of pro-poor programs and their allies in civil society, government, as well as traditional authorities. Secondary stakeholders consist of media, donors and private sector agents who provide enabling support, including technical assistance, finance, etc., but do not directly benefit from PM&E outcomes.

3. **Capacity building:** The focus is threefold: (i) advocacy skills covering lobbying, networking, negotiation and communication, (ii) knowledge on government pro-poor policies, (iii) using shared platforms for dialogue, training and advocacy. These capacities enable all stakeholders to perform their roles, and more importantly to collaborate in carrying out PM&E activities.

4. **Openness:** Stakeholders do not withhold information and experiences from each other. Regular and free exchanges of information inspire mutual accountability, trust and confidence among stakeholders.

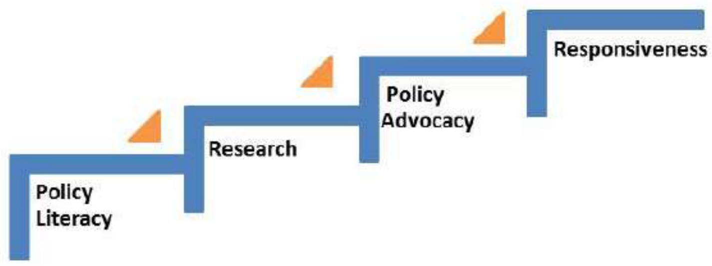
5. **Learning:** Learning involves the use of the knowledge and skills gained to improve on PM&E activities. Each stakeholder uses the experiences generated to improve on their participation in subsequent PM&E activities.

6. **Team work:** The planning and execution of PM&E activities are done in small teams with representatives of stakeholders. In this way, PM&E activities benefit from the skills, experiences and resources of each stakeholder. The use of team makes PM&E activities easy to organize and implement. Even more importantly, team work promotes cooperative spirit and shared ownership of PM&E activities.

1

4 Marisol Estrella with Judith Bauert, Dindo Campilan, et al. 2000. Learning from Change: *Issues and experiences in participatory monitoring and evaluation* and James Blackburn with Jeremy Holland. 1998. *Who Changes? Institutionalizing Participation in Development.*
See References.

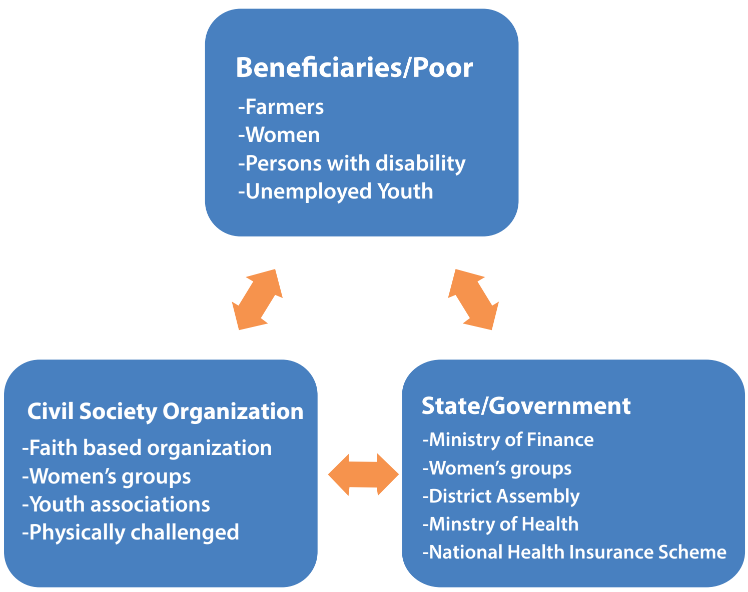
7. **Process oriented:** PM&E is organized in four stages: policy literacy, research, advocacy and responsiveness. This step-by-step approach allows for incremental development of competencies and promotes confidence building among stakeholders.



8. **Gender-sensitivity** recognizes men and women as having different needs, aspirations and expectations that should be incorporated into and addressed by PM&E.

9. **Diversity:** Stakeholders participating in PM&E represent varied interest groups and within each there exist differences that should be taken into account. For example, differences in levels of government, differences between men and women in civil society groups, and between physically, visually and hearing challenged persons. PM&E allows for interest groups to access the resources of other stakeholders to address their particular needs and amplify their issues. The PM&E provides opportunities for groups to acknowledge diversity and at the same time address a common concern. Participation in PM&E enables stakeholders to receive support to address their distinctive and collective needs.

10. **Nonpartisanship:** Political party activists at national, regional and district levels are not allowed to hold leadership positions or perform key roles in PM&E activities. The credibility of PM&E activities will be compromised if led by activists of political parties. FNGOs and DCMC members should be known solely for their social development activities in the district.



The Actors involved in PM&E

The key responsibilities of each stakeholder in a PM&E project are summarized in the figure to the left. A key task of the government is to provide information, while that of civil society is to build capacity of the different stakeholders. Advocacy is a joint function of CSOs and principals or beneficiaries. MOU between SEND and each stakeholder institution spells out roles and responsibilities.

MOUs serve as a tool for mutual accountability during the implementation of a PM&E project. MOUs are between SEND, the Focal NGO on behalf of the DCMC, MDA and DAs. MOUs are signed by a senior staff of the stakeholder institution, and are reviewed and revised before each new PM&E project.

Roles and Responsibilities

Focal NGOs

- The offices of the designated Focal NGO for the district serve as the secretariat for the District PM&E Network.
- The Focal NGO representative is the chair of the District PM&E Network.
- Focal NGOs receive and account for resources made available to them on behalf of the DCMC.

District Citizen Monitoring Committees (also known as District PM&E Network)

- Meet at least once every month to share monitoring information among members and agree on work plans.
- Bring forward the issues and concerns of each constituent group.
- Five members are responsible for the data collection involved in the research stage, especially the representatives mostly concerned with the issue at hand.
- Organize and participate in district-level policy dialogue meetings.
- Disseminate PM&E findings and use the information to advance their interests.
- Initiate their own research.

Regional PM&E Network (R-PM&E Network)

- Elect one representative from the focal NGO to serve as chair for a one-year term.
- SEND regional officers serve as the secretariat of the R-PM&E Network.
- Hold quarterly review meetings to share monitoring information.
- Plan regional-level advocacy activities.
- Facilitate coordination between regional PM&E network and regional actors, i.e. regional Planning Officer, regional Directorate of Health, etc.

National PM&E Network (G-PM&E Network)

- Serve as the Executive Council of the Ghana PM&E Network.
- SEND serves as the secretariat of the national PM&E Network.
- The Country Director of SEND serves as the chair of the national Network and Executive Council.
- Coordinate national-level advocacy to ensure that the issues from district and regional levels are brought to the attention of national policy makers.
- Undertake national lobbies and advocacy on behalf of the national PM&E Network.
- Meet once every year to review progress of the Ghana PM&E Network.
- Enter into partnership with ministries, departments and agencies (i.e. GHS, Ghana AIDS Commission) and manage MOUs.
- See Appendix 1 for the Constitution and Bye-Laws of the G-PM&E Network.

Organization of the Manual

The rest of the manual is organized into three sections, followed by appendices and references. First is a description of the four stages involved in the implementation of a PM&E project. Each stage is defined followed by specific operational steps and lesson learned. Next are 16 mini-guides to provide more detail about the steps and who, why, when, where and how to use them, along with tips. Finally, there are five case studies highlighting the successes and challenges involved in implementing PM&E projects. These case studies illustrate the applicability of PM&E to different pro-poor issues, and how the poor and their allies use PM&E to exact favorable responses from duty bearers and government agencies. Included in the appendices are: the Constitution and Bye-laws of the Ghana PM&E Network, a blank copy of the Good Citizen Certificate, a concept note and questionnaire, and SEND's Downward Accountability Manual.

To the users of this manual

This manual is intended for:

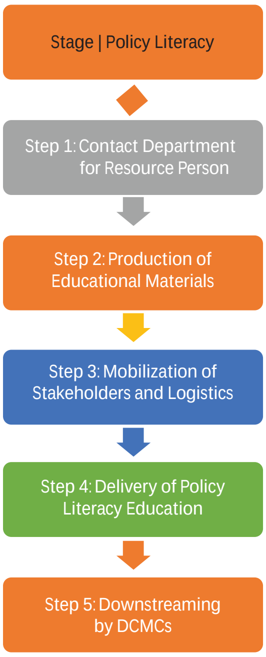
- Development agencies, i.e. government and non-governmental organizations empowering citizens and government to work together to promote good governance practices, accelerate poverty reduction and strengthen inclusiveness in society
- Research and policy advocacy organizations facilitating social accountability and budget monitoring
- Civil society organizations working with marginalized groups; for example persons with disability, people living with HIV/AIDs, food crop farmers and women groups. They should hold government institutions and duty bearers accountable for policies, programs or projects intended to improve their livelihoods and welfare
- Resources persons contracted to lead a PM&E exercise; for example, to design a project, mentor project implementation or facilitate an event, such as policy dialogue
- Managers and staff responsible for implementing PM&E projects
- Service delivery programs interested in mainstreaming policy advocacy into their work.

We specifically suggest to users:

- Start by understanding the uniqueness of SEND's PM&E by reviewing the principles in the introductory chapter.
- Read the chapter on the four stages to understand the key activities in a PM&E project. Pay attention to the boxes which list the related mini-guides.
- Carefully study the format of the mini-guides because they are the tools used to plan and implement a PM&E project.
- Before implementing PM&E activities, review the related mini-guide and make sure you understand the steps involved.
- Each of the mini-guides has tips at the very end intended as things to watch out for.
- Each case study can serve different purposes. Start with reading one or two to give you quick insight into PM&E. They will also introduce you to how marginalized groups, PWDs or farmers, benefit from a PM&E project
- Turn to the Glossary to help you better understand the words and concepts used in this manual.

The Stages of PM&E

Stage #1: Policy Literacy



See Mini-Guide:
- Community Durbar

For effective implementation of PM&E, the first step is to educate citizens on the specific pro-poor program that is the focus of the PM&E project, i.e. DACF, National Health Insurance Scheme. Policy literacy basically involves giving information to citizens on a particular government pro-poor policy or program. This is done to increase citizens' knowledge on the benefits accessible under the program/ policy and mobilize them to monitor its implementation. It is also to raise citizens' awareness about their rights and responsibilities, and how they can exercise them.

Policy literacy takes two forms: (a) community sensitization and (b) radio sensitization. A community sensitization involves giving information on the targeted government policy or program to citizens at community or district-level face-to-face at a public place. It is organised at community centres, funeral grounds, conference halls, churches or mosques within a selected community or in the district capital.

A radio sensitization is held after community sensitization to scale-up outreach of the policy literacy to a larger audience. Selecting a radio station involves taking into account its coverage. A radio station in an adjoining district is used where there is none in the targeted district. Timing of the radio program takes into consideration the work routine of targeted citizens to ensure that the broadcast is aired when most are listening to the radio.

Policy Literacy Step #1: Contact Department for Resource Person

In acknowledgement of government as the author and owner of its policies and programs, PM&E involves officials of MMDAs or MDAs to deliver policy literacy sessions. Based on the MOU, a written invitation is sent to the local (district) office of the responsible MDA/MMDA requesting for a facilitator for the policy literacy program. On receipt of the request, the MDA/MMDA responds to indicate the availability of their staff for the program. If they do not respond after reasonable time has elapsed, a follow-up is made to confirm their availability. Once the official to deliver the policy literacy is confirmed, a meeting is held with him/her to plan the activity. In rare cases where the proposed timelines or human resource requirements cannot be met by the official, SEND organizes a Training of Trainers (ToT) for its staff to equip them to facilitate policy literacy program.

Engagement with national-level officials of the responsible MDA is a precondition for successful collaboration at the district level. At the onset of the project, a meeting is held with responsible public duty bearers at the national level to inform them of the intended PM&E project and their expected roles.

This is to secure their buy-in which will earn the needed cooperation at the district level to aid smooth implementation of planned activities. In some cases, an introductory letter is secured from the national office to facilitate cooperation with district-level actors.

Lessons:

- Inform national-level officials of the concerned MDAs about the PM&E project before contacting the district office.
- When you engage national-level stakeholders, you make way for cooperation at all levels. National-level cooperation inspires confidence at district level.
- It is important to formalize relationships with government at all levels with MOUs. But a lot depends on PM&E staff having good inter-personal relationship management skills with officials.
- Get the experts to do the policy education – don't do it on your own.

Policy Literacy Step #2: Production of Educational Materials

Educational materials are produced to enhance the impact and coverage of policy literacy activities. This process may involve developing new materials, photocopying existing materials or simplifying them for easy learning. The latter may involve producing posters, stickers, flyers, leaflets or brochures containing key messages from the policy. Flip charts and PowerPoint presentations are also produced. Publications may have graphics or photos to illustrate policies in simple terms. Simplified or abridged documents may have accompanying text in local languages to enhance learning.

Depending on the policy issue, documentaries are also produced to show at policy literacy workshops. Documentaries can be animated or live performances demonstrating issues that have implications for the policy or program of concern. A variety of materials are effective in disseminating policy messages to different audiences. Preparing materials takes time: develop the concept, plan and budget. Involve experts in both the content and design.

Lessons:

- Some policy implementers, especially government staff at the district level, do not have the policy or guidelines as expected. When SEND provides educational materials on government policies, government staff and stakeholders have confidence in SEND and the PM&E process.
- Source existing materials like posters, flips charts, leaflets and brochures from MDAs, if they are relevant to the subject of the PM&E project.

Policy Literacy Step #3: Mobilization of Stakeholders

Community Sensitization: Prior to setting a date for the policy literacy activities, preliminary visits and consultations are held with the relevant district and community stakeholders. Key stakeholders and opinion leaders are identified and their buy-in sought. These preliminary activities are planned and led by the FNGO. FNGOs' leadership in this process is essential to enable them to build the rapport necessary for smooth implementation of activities.

A meeting is held with opinion leaders to discuss the PM&E project's purpose and a schedule for activities. Information about the community, such as market days, pending funerals, farming/fishing days and festivals, is gathered during these meetings to help choose a date for the sensitization.
The FNGO identifies a venue and DCMC mobilizes target beneficiaries for the sensitization. The venue should be accessible for PWDs. There should be a sign language interpreter for participants with hearing impairments. Equipment and supplies are assembled for the event: computer, educational materials, snacks and water for participants.

Radio sensitization: A community radio station within the targeted district is identified to host the radio sensitization. In choosing a radio station, SEND takes into account its popularity in terms of listenership and also whether it uses the languages of the people in the district. A community radio station in an adjoining district is used if there is none in the targeted district. The relationship between SEND, the FNGO and the radio station is formalized through a signed MOU. The MOU outlines the parties' responsibilities in support of the project.

An official letter is sent to the district office of the MDA that has responsibility for the government program or policy being monitored, requesting for a facilitator to speak at the sensitization event. This is done recognizing that public duty bearers are responsible for implementing public policies and programs. Once a facilitator is confirmed, air time is scheduled with the radio station. SEND's Program Officer develops a synopsis for the host of the radio sensitization to enable effective moderation of the discussion.

Lessons:

- The preparatory meeting involving all the stakeholders at district and community levels is essential for the success of the sensitization event.
- FNGOs should take ownership of the sensitization event in order to demonstrate their responsibility and leadership.
- At this stage, the involvement of the DCMC lays the basis for strong local ownership of PM&E activities.

Policy Literacy Step #4: Delivery of Policy Literacy Education

Community sensitization: The resource person makes a presentation of key issues on the government policy or program, and afterwards there is a discussion. Participants are allowed to ask questions and make comments to further clarify issues or concerns. Educational materials are distributed after the program to allow participants to concentrate throughout the presentation.

Radio Sensitization: The radio presenter moderates while the resource person presents the issues to the public. The telephone line is open to allow the general public to phone in and participate in the discussions by asking questions and making comments and suggestions. The resource person directs the public to places where they can get additional information about the issue. SEND staff use the radio discussion to promote downward accountability by sharing information about the project, including funding sources and budget.

Delivery of policy education facilitates engagement between citizens and duty bearers. It provides an opportunity for duty bearers to obtain feedback on the implementation or impact of government policies and programs on their intended beneficiaries.

Lessons:

- Once citizens are sensitized to policies, they are empowered by new knowledge. Previously, they thought that policies were too complex, but now they are able to make demands of duty bearers based on their understanding of them.
- Policy literacy builds trust and confidence between stakeholders because of greater understanding. When they experience the level of enthusiasm of civil society, government officials are happy to take the platform. When they understand how PM&E works, the ground is set for trust and responsiveness.
- When citizens receive policy education, they are more willing to volunteer to be community champions or become members of DCMC.
- The delivery of policy literacy sessions should be short and to the point. The communication needs of different stakeholders should be taken into consideration, i.e. language. Policy literacy should be expanded and sustained through durbars and radio programs, especially in local languages.
- Mainstreaming downward accountability into policy education helps earn the trust of citizens.

Policy Literacy Step #5: Down-streaming by DCMCs

DCMC members downstream policy literacy education to their constituents during their regular planning and review meetings. Each DCMC member, taking advantage of the existing meeting arrangements of his/her group, shares information with the rest of the group. This arrangement ensures wider outreach of policy literacy at low cost. This is also a downward accountability mechanism, ensuring that representatives of the various groups comprising the DCMC, report back to their constituents. At the same time, this allows the group to benefit from project opportunities available to the wider constituency. For instance, during their association's regular meeting, the PWD representative shares information from a sensitization program on the National Health Insurance Scheme. Copies of the education materials are also shared with the group. From time to time, the FNGO accompanies DCMC members to their meetings to support their activities.

Lessons:

- When the policy issue is relevant to the group, it can mobilize and inspire them to be more active in the subsequent PM&E stages.
- When DCMC members use the information they learned in the policy literacy sessions to mobilize their members, it enhances their role as leaders in their groups and also in the wider community.
- Proactive DCMC members are invited by District Assemblies to make presentations, monitor and participate in DA's activities.

Stage #2: Research

SEND and DCMCs work together to do research: gathering, analyzing and publishing information. Specifically, research involves assessing the extent to which accountability, transparency, equity and participation are being adhered to in the implementation of the targeted government pro-poor program, budget or procurement procedures, which is the focus of the PM&E project.

See Mini-Guide:

- Developing PM&E Questionnaires
- Information and Communication Technology for PM&E
- Conducting Focus Group Discussions

Each PM&E project has a specific research focus. Research objectives are informed by governance issues affecting the implementation of specific pro-poor programs.

SEND has carried out research on different pro-poor programs in three main sectors: agriculture, health, education. In every case, the focus of the analysis is on accountability, transparency, equity and participation.

Once the focus of the research is identified, it becomes the basis for a project proposal. Project proposals provide a general context for the research activity and allow room for adjustments to accommodate issues as they emerge in the course of DCMC's monitoring.

A staff person is assigned to coordinate each research activity and lead the writing of the research report for publication.

Research Step #1: Concept Development

From the proposal, the lead researcher puts together a brief concept of the research which highlights the problem statement, objectives, target group and expected outputs, as well as a financial estimate for the project. The concept is shared internally with SEND colleagues and externally with stakeholders for feedback (e.g. officials of Ghana Health Services if the issue is health-related). Before writing the concept note, the lead researcher reviews the relevant policy documents to identify key areas for investigation. A concept note is usually not more than four pages long. See Appendix 3.

Lessons:

- Keep notes on the process from the beginning for institutional memory.
- A team approach ensures that all program staff collectively focus on the theme and understand the research focus.
- Circulate the concept paper among staff for review and feedback before it is finalized.
- Always fully develop the concept before designing the research tools.

Research Step #2: Development of Methodology

A participatory approach to developing the methodology enables all staff to get involved in the research activity and gain an understanding of the applied methods and approaches. It also speeds up the research because it allows for consensus to be reached from the outset. A government official from the MDA responsible for the pro-poor program being monitored either joins the workshop or reviews the draft tools after the workshop.

A methodology workshop is used to brainstorm about research methods, sampling techniques, target respondents and the development of data collection tools for each target group. Questions that can be answered with secondary sources of information are set aside. The choice of methodology is guided by the nature of the research. A combination of quantitative and qualitative data collection approaches can give the research greater depth. On the other hand, depending on the objectives of the research, it may be sufficient to choose only one method.

The draft data collection instruments are pre-tested, either in English or the local language, to ascertain accuracy in eliciting the appropriate responses. Feedback from the pre-testing helps to revise the questions. It is important to keep questions for beneficiaries brief. If the enumerator does not speak the local language, an interpreter is used. Enumerators meet the interpreters ahead of the exercise to ensure that questions are translated accurately.

The key outputs of the methodology workshop include a clear understanding of target population, the draft data collection instrument, sample, and timeframe for data collection exercise.

Lessons:

- Before the workshop, staff should do some background reading on the topic.
- It is important to understand the different types of research methods before starting to design the tools.
- The workshop is an efficient use of time, especially the sharing of responsibility among staff to design the research tools.
- The workshop includes pre-testing the research tools, especially the questionnaires. Pre-testing saves resources from going waste. After pre-testing, the staff are more confident because they understand how to use the tools.
- Involving public officials responsible for the pro-poor program helps to get the questions right. However, be careful not to allow them to influence the research methodology to their advantage.

Research Step #3: Transcribing questionnaires onto Android devices

The research is supported by ICT. Using ICT reduces the workload for data collection and the cost of transporting questionnaires.

The final version of questionnaire is transcribed onto an Android device, either a mobile phone or netbook, to ensure speedy and convenient completion of data. An added feature of the device enables the saving of uncompleted questionnaires for retrieval later. This gives respondents who require extra time to gather their thoughts or additional information, a chance to continue later on.

Lesson:

- Staff should be well oriented and trained on the use of ICT to collect data.

Research Step #4: Train DCMCs on use of data collection tools

Including the focal person, two DCMC members per targeted district are trained on how to administer the questions in a one-day workshop. In compliance with SEND's gender policy, one man and one woman are selected to participate.

To ensure a clear understanding of the objectives of the research and the specific questions, the training is conducted by the SEND staff who were involved in the development of the data collection tools. The questions are explained and discussed in detail to ensure that everyone understands them in the same way. During the training, staff gather DCMC members' feedback on the questions, the targeted population and sampling technique. Their comments and suggestions are discussed and necessary corrections made. Agreement on the research activity ensures uniformity across the targeted districts.

The second part of the training is a refresher on the use of the Android devices. DCMC members' skills need to be regularly updated to use the devices.

Following the training for two DCMC members per district, they downstream the training to the remaining members of the DCMC's research team. All DCMCs establish a research team of about five members. Selection takes into account their availability within the designated time period, literacy level and ability to use Android devices.

Lesson:

- It is SEND's responsibility to ensure data quality, but it cannot succeed unless DCMCs also understand the research concept and reasons informing each of the questions.

Research Step #5: Data Collection

The data collection teams make appointments with public duty bearers to complete questionnaires or conduct interviews. Often, public duty bearers request for hard copies of the instruments to enable them gather the required information. If this happens, a second appointment is scheduled to complete them. Members of the data collection team transcribe the questionnaires after they are returned to them by duty bearers.

Local-level public duty bearers may make demands for authorization letters. Such demands usually come ahead of appointments, so that the letters can be prepared ahead of the meeting date.

Members of the research team meet with individual respondents at convenient places, such has their homes, workplaces or public places. To ensure that respondents are at ease when answering the questions, it is important to be polite and ask for their consent to participate in the study.

Focus group discussions are held in convenient public places, free from any kind of disruption. The questions are asked in an informal manner, allowing respondents to freely express their views. The assistant moderator takes note of responses, freeing the moderator to concentrate on the main task of facilitating the discussion. Body language is also noted and later analyzed to determine its consistency with the responses given. Participants are asked whether they mind if a voice recorder is used to aid in recall.

Lessons:

- DCMC members collecting data are supported by staff who check their administration of questionnaires.
- DCMCs are empowered by the experience of collecting data because they get new information with which they are able to engage officials.
- Leading focus group discussions should be the responsibility of staff with advanced research and analysis skills.

Research Step #6: Data Analysis and Draft PM&E Report Writing

The research report is organized along key themes in line with the PM&E objectives. The lead researcher writes the report with the support of the Director of Programs. The report highlights the key advocacy issues to be taken up with duty bearers. First, the draft report is shared with SEND colleagues for their feedback before the validation meeting. This process of internal scrutiny ensures that contents are relevant to the PM&E project objectives and backed up with evidence for effective advocacy.

Lesson:

- Because the database is managed by the ICT department, there needs to be good collaboration between the research lead and the ICT manager. For example, the data needs to be cleaned before the start of analysis.

Research Step #7: Validation of PM&E Report

The draft research report is validated with a sample from each of the targeted respondents to assess the accuracy of information contained in the report. Validation is done at the district or regional level depending on number of participants identified. In the case of public duty bearers and respondents who can read and understand research reports, a copy of the draft report is sent to them ahead of the validation workshop. This allows them to review the report and provide feedback, either directly to the organization or during the validation workshop. When the report is validated, there is less risk that the contents will be discredited when publicized. Validation also serves to boost the credibility of the PM&E project.

Lessons:

- In order to get relevant stakeholders and duty bearers to participate in the validation meeting, it is planned with government officials.

- The validation meeting often turns out to be a multi-purpose event. Not only does it exist to correct data inaccuracies and fill gaps, but it also seeks buy-in and recommendations for the way forward. If participants are prepared, it can even become an advocacy platform. Therefore, it is important to keep good records and share them afterwards, so that government officials take responsibility for what they say they will do.

Research Step #8: Production of Final PM&E Report

Constructive comments and suggestions gathered during the validation are incorporated into the report. The report is edited by the Director of Programs. The final draft report is reviewed and approved by the Country Director. The quality assurance indicators for the report include: whether the report meets the PM&E project objectives, structure of report and appropriateness of language.

Once the final report is approved, it is forwarded to a publisher for publication. The lead researcher works closely with the publisher to ensure the final version is a true copy of the approved version.

<u>Lessons:</u>

- The publisher will create a "dummy" report – it is better for staff to comment on this version to ensure that the final report is proof read and corrected according to the printable version.
- Publishers often modify the format, add illustrations and makes changes without permission. Sit with the publisher and approve of the final version to ensure that the report will be printed according to your exact specifications.

Research Step #9: PM&E Report Launch

The policy advocacy process begins with the launch of the research report. The launch is either limited to the media or open to wider stakeholders: public duty bearers, parliamentarians, MDAs, MMDAs, and national and international CSOs working on similar issues.

The choice between a media launch and a wider stakeholder launch is often determined by resource availability and the issue at stake. The media play key roles in publicizing the report before and during the launch. Radio and TV programs such as 'Morning Shows' provide opportunities to announce the event a few hours before it starts. Staff hold interviews with the media to let them know the key findings and also to respond to their questions. Media reportage continues during and after the event, sustaining public interest in the issues.

Ahead of the launch, a review of the research report is done by an expert, often from academia, who is concerned with the promotion of good governance practices in society, and whose work is also consistent with the principles of PM&E. The reason for having a reviewer is to boost the credibility of the PM&E report. The review is not meant to inspire a debate about the value of the report because critical comments have already been taken into account from the validation meetings. The reviewer, Chair and staff should align their positions positively. The reviewer's positive comments are read during the event, authenticating the methodology and research findings.

To further boost the credibility of the research report, grassroots actors such as DCMCs, MMDAs and RCCs are represented at the launch as constituents of the PM&E process. These stakeholders often make remarks in support of the findings. On the other hand, it is also common to find stakeholders, in particular government officials, being defensive about the findings.

The launch is chaired by a recognized individual, such as head of an MDA or public institution, a retired civil servant or traditional/religious leader. The chairperson's remarks often include an appeal to all stakeholders, especially public duty bearers, to address issues raised by the report. This helps to reinforce advocacy demands.

Lessons:

- Staff should divide up the tasks to get ready for the launch.
- The characteristics of the invited stakeholders help to identify an appropriate venue, i.e. a hotel or academic institute.
- During the preparation stage, staff think strategically about how the launch can enhance the report's potential to achieve the PM&E project objectives.
- Management should be in charge of inviting well-known people in the sector to attend – people who have the ability to make important commitments.
- The presence of Donor Partners will encourage government officers present to be more assertive in their response to the report.
- After invitations are sent, staff should follow up with phone calls.
- Staff should strategically select media partners to create a "buzz" about the report. Pre-launch media engagement and use of social media creates excitement and anticipation. Post-launch media engagement helps to further clarify issues.
- For consistency of messaging, either the Country Director or CEO speaks to the media. Communicating messages effectively may lead to commitment.
- Although the report is available for everyone, not all will read it in its entirety. Thus, a user-friendly summary of report is produced called a "policy brief."
- The Chair and Reviewer should be chosen for their potential to promote relationship-building at the launch. They, in addition to others who are expected to speak, should be well-prepared.
- Staff prepare officials to speak in ways that respond to and are consistent with the messages in the report. Managing responses at the launch is key to action.

Research Step #10: Media Engagement after PM&E Report Launch

Media engagements on the research report occur before, during and after the report launch. Engagements after the launch are particularly important for heightened public discussion around the issues. Immediately after the launch and during evening radio and television programs, such as the news, staff grant interviews to provide further clarity on the research findings and reinforce advocacy messages. Staff highlight recommendations from the research to convince the public about what needs to be done. Sometimes on TV or radio, staff will engage in open debate with duty bearers on the issues. Public pressure should elicit commitments from duty bearers to improve on the implementation of a pro-poor policy or program.

Lessons:

- Good use of media promotes and sustains SEND's identity in the public domain.
- Use both private and public media, and broadcast in multiple languages.
- Give broadcasters and interviewers direction in how to talk about the issues, so that they are in line with the right messages. Provide them with a synopsis of the findings and key advocacy messages.
- The findings are more acceptable if all stakeholders participate in discussions about them, not only staff, but government officers and citizens. When SEND is able to explain controversial issues through the media, it provides an education platform for the public. Public opinion on the evidence will create a greater response to advocacy messages.

Research Step #11: Dissemination of PM&E Report

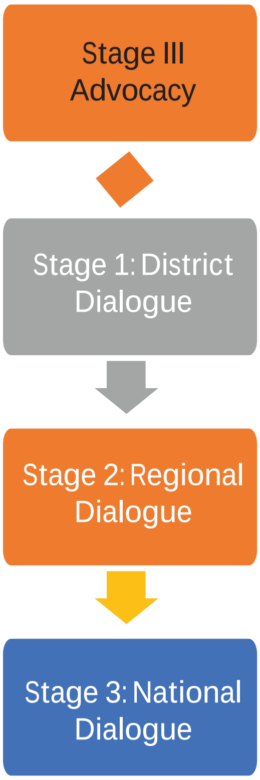
Copies of the PM&E report are distributed to all participants present at the launch. This helps the media to publish the research findings accurately. It also assists other civil society organizations that want to advocate for the same messages. Public duty bearers use the PM&E reports as handbooks during their own monitoring and policy reviews. Parliament often requests for more copies for select committees to use as resource materials.

To ensure wider and easy access to the report by both national and international stakeholders, a soft copy is available on SEND's web-site. Short articles based on the key findings of the report are also shared on Facebook, Twitter and other social media. In addition, PM&E findings are disseminated via mobile phone, both text and voice messaging, and in different local languages targeting key stakeholders such as MMDAs, MDAs, parliament, relevant non-state actors, and citizens.

Lessons:

- SEND research reports usually have a print run of 2,000 copies. FNGOs need copies to give to their district stakeholders, and others to their constituents.
- Distribute the PM&E reports ahead of district dialogue meetings, so people are prepared to discuss it.
- Keep the distribution list up-to-date. Add to the list as you receive requests and do new mailings, even after the first mass distribution. Be consistent in mailing out reports for the purpose of building up a critical mass of people who have policy education and can act on it.

Stage #3: Advocacy



SEND's main tools for advocacy are policy dialogue and lobbying. Policy dialogue is a public and well-publicized engagement between stakeholders to discuss PM&E findings and to seek commitments from duty bearers, with full participation of the media. It is an advocacy strategy aimed to present evidence to public duty bearers on the status of implementation of pro-poor policies and programs. Policy dialogues are held at all three levels of government: district, regional and national. Lobbying usually takes place before or after the policy dialogue. A lobby is a face-to-face meeting between beneficiaries, SEND staff, FNGO/DCMCs, and an official who has direct responsibility for the pro-poor program that is the subject of the PM&E research. Usually beneficiaries will lead the discussion, supported by SEND staff and the FNGO. The main point of the meeting is to influence duty bearers so that they can implement the policy recommendations. The media is not invited to lobby meetings.

See Mini-Guides:

- Policy Dialogue Meetings
- How PWDs enter into the PM&E process
- Promoting women's voices and participation
- Getting Parliament on board
- Media Engagement
- Radio Discussions

Advocacy Step #1: District Dialogue and Lobbying

District policy dialogue involves district stakeholders: MMDA, Assembly members, traditional authorities and the media, as well as the general public. The ultimate objective of the policy dialogue is to get the leadership of the Assembly and the heads of the MDAs to respond to the PM&E findings and indicate clearly how they will address the recommendations.

A district policy dialogue is usually hosted by the public institution (MMDA or MDA) responsible for the implementation of the policy or program monitored. The arrangement is important to inspire a sense of ownership in public duty bearers at the district level.

The FNGO Focal Person makes a presentation of the key issues to stakeholders. To ensure that key advocacy issues are clearly communicated during the presentation, SEND prepares the Focal Person ahead of time. The presentation is brief and straight to the point, maintaining the momentum for discussion. The DCE or usually the DCD facilitates a discussion of the key issues and makes commitments on behalf of the district.

Sufficient time is allowed to facilitate discussions among stakeholders and elicit responses. A report listing the commitments made by stakeholders is shared soon after the dialogue. This serves to remind stakeholders of their commitments and provides a roadmap for monitoring their fulfilment.

Lobbying will involve a smaller group of beneficiaries led by their DCMC and FNGO. They will meet with the DCE, DCD or representative from the relevant MDA to discuss how they are affected by the problems raised by the PM&E findings. In their discussion, they will give examples of what benefits they stand to gain if the PM&E recommendations are implemented by the officials. After the lobby meeting, the DCMC may use community radio to share with the public what they have discussed with the officials.

Lessons:

- District policy dialogues contribute to relationship building because they are hosted by duty bearers and facilitated by the FNGO and DCMC.
- SEND gains credibility as a facilitator of the process, promoting its partners at the district and community levels.
- All political parties are invited to dialogues to encourage non-partisanship.
- The DCMC and beneficiaries participating in lobbying and policy dialogue should be well prepared and familiar with the evidence, so that they are able to speak and lead the discussion with the officials.
- Commitments made by officials should be clear and lie within their specific mandates.
- Commitments are documented, and the activities required to fulfill them are listed with those responsible and the time period.
- Timing of activities should be synchronized with the government business planning cycle and dates.
- It takes time for duty bearers to move forward with their commitment, so SEND and the DCMC make frequent follow-ups.
- Excerpts of the meeting should be broadcast live on the radio, and afterwards officials participate in radio discussions on the issues.
- The Communications Officer writes stories on the dialogues and lobbying for SEND's newsletter, *Citizens' Watch*.

Advocacy Step #2: Regional Dialogue and Lobbying

A regional policy dialogue and lobby involves regional-level stakeholders such as the RCC, including the Regional Minister, Coordinating Director, Planning Officer, Sector Directorate, regional MDAs, and the media. Every effort is made to ensure that top-level people from the region attend. Similar to district dialogue, a regional dialogue is hosted by the RCC or the regional MDA, e.g. Regional Agricultural Directorate.

The presentation of research findings is made by the R-PM&E Chairperson or SEND's Program Officer who serves as a secretariat to the R-PM&E Network. The PM&E Chairperson, with the support of the SEND Program Officer, prepares the presentation in advance. The presentation is short and clear. The meeting is chaired by the head of the host institutions, e.g. the Regional Minister, when hosted by the RCC, who ensures that commitments are secured from the key stakeholders present. Later, a report summarizing discussions and noting commitments is shared with stakeholders as a reminder of what was achieved at the meeting.

The media is engaged after the meeting to publicize the issues. Afterwards, media houses and individual journalists are kept current with the issues to enable them to independently demand accountability from duty bearers.

The lobby meeting will include the PM&E Network, some FNGOs or DCMC members from the districts, including a representative from SEND. The meeting will target each of the regional stakeholder institutions separately in one-on-one meetings. The PM&E findings will be shared, so that regional officials will commit to implementing the recommendations.

Lessons:

- The timing of the regional dialogue meetings is important. Know the government business cycle and schedule meetings ahead of time, so they can include them in their plans.
- The RCC should send invitations on its letterhead. By hosting the meeting, the RCC acknowledges the contribution of the PM&E framework and how it supports its work and monitoring activities.
- Regional advocacy activities can help build an alliance between the RCC and the R-PM&E Network to strengthen national advocacy activities. It can also help the RCC to have independent feedback on the performance of the districts, and therefore, better support district-level advocacy demands.
- Because district-level monitoring by the RCC is weak, the PM&E reports provide a good source of information on the performance of government projects at district level.
- Lobbying provides opportunities for personal relationships to be formed between regional PM&E Network and key regional officials.
- Regional advocacy activities enable civil society actors involved in PM&E to unify and become stronger advocates together.
- Advocacy activities are opportunities for the PM&E network to be visible and recognized by government officials.

Advocacy Step #3: National Dialogue and Lobbying

A national dialogue is an engagement with national-level stakeholders such as the Office of the President, Parliamentarians, Ministers, Directors/Staff of MDAs, and other relevant organizations. The G-PM&E Network plans the dialogue with the sector ministry relevant to the subject for discussion. This promotes joint ownership of the dialogue. An influential personality is identified to chair the event: a traditional leader, expert in the field or former heads of the MMDA or MDA, who can provide insight into the issue. The remarks of such personalities, which usually contain an appeal to duty bearers to act, are taken seriously.

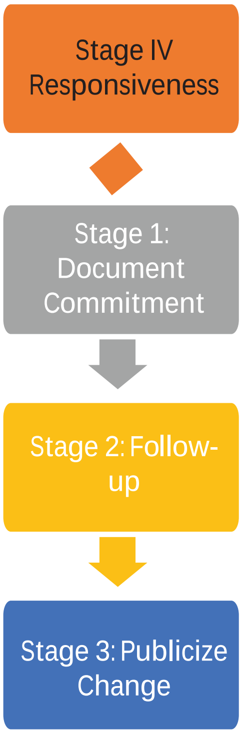
At the national policy dialogue, district level actors such as DCMCs, community members, and MMDAs and MDAs are used as spokespersons to provide additional information to the PM&E findings. For instance, a group of farmers can be brought to the dialogue to share their experiences of limited access to inputs. Duty bearers are given the opportunity to react to the key findings in the PM&E report and make commitments to address some of the challenges.

A national-level lobby could last from 3-5 days, and involves a small group representing DCMCs, beneficiaries of pro-poor programs, FNGOs and SEND. They will make visits to hold direct discussions with Chief Directors of ministries, heads of pro-poor programs, ministers, and parliamentarians, to share with them their experiences with respect to the issues raised in the PM&E reports. For example, they will give concrete information about their experiences in accessing quality services. They will respond to questions or concerns that the official may have. Their meetings will be followed by radio and TV presentations by the team, giving testimony of the issues raised in the PM&E report.

Lessons:

- The national dialogue meeting is a good platform to discuss PM&E recommendations that cannot be discussed at regional or district levels.
- It is empowering for citizens to present their concerns and frustrations at national level, when they may not be able to express themselves freely at district level.
- When citizens engage duty bearers by speaking for themselves, it strengthens the PM&E advocacy agenda.
- The national dialogue meeting is an opportunity to get national players to take action on challenges and gaps in policies and programs.
- The National PM&E Network will be successful in getting duty bearers to make commitments if it is well prepared for the dialogue.
- Duty bearers feel more pressure to take action if the issue remains in the public domain. The media is encouraged to intensify publicity by doing more investigations on the story.

Stage #4: Responsiveness



Follow-up and tracking responsiveness assesses the extent to which the duty bearers deliver on commitments during the advocacy phase. It is important to track, document and publicize changes that have taken place as a result of PM&E activities.

See Mini-Guides:

- Quarterly PM&E Network Review Meetings
- Follow-ups
- Downward Accountability Mechanism

Responsiveness Step #1: Document Commitment

The process of follow-up and tracking responsiveness takes place throughout all PM&E stages, even policy literacy. Once commitments are made by duty bearers and other stakeholders, they are compiled into fact sheets and shared with all key stakeholders at all levels, as a reminder of their pledges. For example, commitments made at district level are compiled and distributed at both district and regional level. Similarly, commitments made at regional levels are distributed at the national and district levels. This helps to secure support from regional level actors to monitor the implementation of the commitments made at the district level. In the same way, fact sheets of district level and regional level commitments are monitored at national level.

The media, including social media and SEND's web-site, is used to publicize commitments made by stakeholders in all three dialogues.

<u>Lessons:</u>

- Documenting commitment at several levels impresses on duty bearers the need for accountability.
- The distribution of commitments at the different levels helps to promote transparency and accountability in the PM&E process.

Responsiveness Step #2: Follow-Up

At a reasonable time after dialogues, appointments for follow-up meetings with stakeholders are made to assess the status of commitments. Follow-up can take several forms: visit to a project site, meeting with stakeholders, telephone call, letter or e-mail. At district level, the follow-up communication may be with the DCE or District Planner, a Chief of a community, the District Health Director or the midwife of a CHPS Compound.

At PM&E quarterly review meetings, a template for monitoring implementation of commitments is developed and responsibilities shared among DCMC members. They make visits to project sites, interview stakeholders to discuss the status of commitments made, and document their visits by taking photographs. They also note new issues and agree on revised timelines. This information may raise the need for further actions or publicity.

Lessons:

- Follow-up makes advocacy a process rather than an event, i.e. advocacy goes far beyond a workshop.
- DCMCs need to insist on the implementation of commitments made by duty bearers.
- Follow-up may not yield instant results – time is required before more commitments can be delivered.
- Follow-up can strengthen the relationship between SEND and the DCMC.
- New issues arising from monitoring and follow-up may call for a new PM&E project.

Responsiveness Step #3: Publicize Change

It is important to publicize changes that have taken place as a result of PM&E projects to demonstrate to duty bearers the benefits of PM&E. Publicizing changes is a sign of SEND's accountability to PM&E stakeholders such as donors, public duty bearers and beneficiaries.

Project outcomes are published in the *Citizens' Watch* Newsletter, quarterly PM&E reports, bi-annual or annual reports to donors, and SEND's annual report. Other ways SEND publicizes its results include its web-site and social media (Facebook, Twitter and YouTube). It also uses public and private media such as *Public Agenda* (a civil society newsletter), *Daily Graphic* newspaper and Ghana News Agency, among others. Examples of stories are changes in the wellbeing of beneficiaries, construction of CHPS compounds and better access of PWDs to health facilities.

It is important to acknowledge the efforts of public duty bearers for positive impact before calling for more action to deal with outstanding issues.

Lessons:

- Publicizing change creates awareness for the general public about development advances and good practices in the districts.
- SEND's *Citizens' Watch* newsletter allows for name and shame. This encourages duty bearers to do more because they do not want bad publicity.
- Publicity provides credibility to the PM&E framework because there is evidence of results.

PM&E Mini-Guides

I. Forming DCMC

1. Supplies and preparations

- Flip chart
- Markers
- Pen
- Notepads

2. What is it?

A DCMC is an 11-member committee, which is formed by SEND to support its GELAP at the district and community level. The DCMC is a group of citizens representing various interest groups who lead in the implementation of PM&E activities.

The formation of the DCMC is done by the FNGO, based on agreed criteria and procedures developed by SEND. The Focal Person for the FNGO automatically becomes the Secretary of the DCMC.

The selection procedure for the DCMC is gender-sensitive – that means at least 40% of the committee members should be women.

3. Why is this important for PM&E?

The composition of DCMCs reflects the diverse nature of the district – all interest groups with development concerns are represented. Many DCMC members are ordinary citizens, so the DCMC acts as a channel by which they can voice their concerns directly to local government. The DCMC has become a legitimate body to hold local government accountable. Since the PM&E process is owned by the DCMC, it is a sustainable mechanism for promoting accountability, transparency, equity and participation.

4. When does it take place?

A DCMC is constituted when a new relationship is initiated by SEND with an FNGO in a district.

5. Where does it take place?

A DCMC is usually constituted at the FNGO's office. However, because of the DCMC's key relationship with district authorities, the inauguration usually takes place at the District Assembly Hall.

SEND has DCMCs in the 50 poorest districts in Ghana. This represents almost one quarter of Ghana's 216 districts.

6. Who are the members?

DCMC members comprise 11 representatives from the following groups:

- Focal NGO
- Assembly members
- District Assembly staff
- Youth group
- Women's groups (2)
- Traditional Authority
- Farmer cooperative
- Persons with Disability (PWD) group
- CSOs and CBOs
- Faith-based organizations

Depending on the characteristics of the district, the above-listed groups may be represented in different configurations and numbers. It is important to note that the District Assembly is represented in all DCMCs.

Box 2 Membership Principles and Operational Guidelines of DCMCs

- District Citizens Monitoring Committee is Non-Partisan. Membership excludes known political party activists.
- No member shall be paid for services rendered and time devoted.
- Only a resident of the District can be a member.
- Women, Youth and People with Disability (PWDs) must account for the majority.
- Ethnic balance must be taken into account.
- Members shall be compensated only for transportation if they attend a meeting away from their place of residence/ work in the District.
- Civil Society Organisations (CSOs) representation shall take into account the following:
  *Christians
  *Muslims
  *Development NGOs
  *Women's Groups
  *Farmer's Groups
  *People with Disabilities.
- District Assembly representation shall take into account:
  *Civil servants
  *Assembly persons
  *Area councils.
- Total membership shall not exceed eleven (11).

- Monitoring activities shall be guided solely by the Monitoring Manual.
- Not less than one day each month shall be devoted to the work of the committee by each member.
- Monitoring reports will be shared with the District Assembly (DA) and presented to the quarterly review meetings of Focal NGOs (FNGOs) with SEND.
- Any member is free to resign from the committee, but should provide the committee with a reason for their resignation
- Upon completion of service, each active member shall be given "A Good Citizen" certificate by the District Assembly, FNGO and SEND.

See Appendix 2 for a blank copy of the Good Citizen Certificate

7. How does it happen?

Write to District Assembly for a profile of NGOs in the district

1. Before a DCMC is formed, a letter is sent to the DA to provide a profile of NGOs in the district. The DA provides SEND with a list of NGOs who are duly registered, operational and in good standing. This helps SEND select the appropriate Focal NGO.

Profile review and NGO selection

2. After receiving the list from the DA, SEND conducts a review of NGOs based on how their interests are aligned with the objectives of GELAP. The NGOs are shortlisted and assessed for their level of commitment to the stated objectives and their willingness to work in the district. A final capacity assessment is conducted before one NGO is selected as the PM&E focal point of contact within the district.

Box 3 Assessment criteria for selection of FNGO

Criteria	Score
Staff capacity (5)	
• Are you able to assign one of your staff members to serve as the focal person if you are selected as the FNGO? • If yes, what is the level of education of the focal person? • What is the level of organizational capacity/ experience of the focal person?	
Program area (4)	
• What were the recent projects /activities undertaken by your organization? • What are some of achievements from your projects /activities?	
Evidence of proper financial record keeping (4)	
• Do you keep financial records? • If yes, how are the financial records kept and by who?	
Relationship with other community - based organization in the district/ municipality (3)	
• Do you belong to any network CSOs in the district/municipality? • What is your working relationship with district/ municipal	
How do you intend to facilitate the formation of the DHMC in your municipality?(4) • Do you have an office? • How big is the office? Does it have a hall for meetings? • Does it have chairs and tables? • Does it have a rest room?	

3. DCMC formation

a. Nomination: Once the FNGO is chosen, it has the responsibility to form the DCMC. The FNGO contacts all the different groups and the Assembly to select representatives who will form the DCMC. Once the list of representatives is finalized, the DCMC is formed.

b. Inauguration: A member of the Assembly, usually the DCE or MCE, inducts the members of the DCMC at the office of the DA. The inauguration is done jointly by both the FNGO and DA since they will be working closely together with the committee.

c. Orientation: SEND and the FNGO give an orientation session to the DCMC on their roles and responsibilities and the principles of the PM&E framework.

4. Signing of MOU between SEND, DA and FNGO

An MoU is developed by SEND and the FNGO, and submitted to the DAs for review. The DA make suggestions to improve the MoU, and these are incorporated into a final version. MoUs are signed between SEND, the DAs and the FNGO on behalf of the DCMC, stating the responsibilities of each party.

Box 4 Roles and Responsibilities of Partners Outlined in an MOU

DAs

- Provide relevant data and information to the FNGOs/DCMCs
- Inauguration of DCMCs
- Facilitate mobility of DCMC members for monitoring visits if possible
- Receive and review copies of DCMCs monitoring reports
- Validate of monitoring reports
- Endorse Good Citizens Certificates
- Publish relevant information as well as income and expenditure on all DAs notice boards for transparency and accountability.
- Sign MOUs
- Facilitate DCMC participation in district activities (e.g. Assembly Sessions)

SEND

- Facilitate networking of FNGOs / DCMCs and other GELAP actors
- Monitor FNGOs / DCMCs activities
- Conduct action research
- Assess and build capacity of FNGOs / DCMCs and other GELAP actors
- Report on project activities and information dissemination
- Coordinate advocacy at different levels
- Coordinate development of communication strategy
- Supervise field monitoring visits
- Provide Good Citizen Certificates to FNGOs and DCMCs
- Organize Quarterly R-PM&E Network Review Meetings and facilitate processes
- Establish and operate regional network centers
- Provide quarterly financial support to FNGOs / DCMCs
- Coordinate interface meetings with stakeholders at the national level

FNGO

- Facilitate the formation and management of DCMCs
- Compile monitoring activity reports
- Organize and coordinate field monitoring activities
- Build capacity of DCMCs
- Compile DCMCs Reports
- Organize logistic support for DCMCs
- Validate district monitoring reports
- Network with other DCMCs
- Engage in advocacy and lobbying activities
- Raise funds
- Attend meetings and workshops
- Engage in radio discussions for information dissemination
- Adhere to membership principles and operational guidelines

DCMC MEMBERS

- Collect data for policy impact research
- Meet at least once every month to share monitoring information among members and agree on work plan
- Organize and participate in district level policy dialogue meetings

8. Special tips and things to watch out for

- ✓ FNGOs should have the capacity to follow through with activities.
- ✓ DCMCs and FNGOs should be willing and committed to work in collaboration with SEND and have a good relationship with the Assembly.
- ✓ DCMC members should have the interest and willingness to serve their district voluntarily.
- ✓ DCMC members should have the capacity to do monitoring, data collection and other PM&E activities.

9. Budget Lines

- Snack
- Travel and Transport
- Honorarium.

II. Preparing Citizens to Engage

1. Supplies and preparations

- Stationery
- Makers
- Flipcharts
- Masking tape
- A4 sheets
- Projector
- Computer

In order for the DCMC to engage, the following preparations need to be made:

- Identify capacity needs and tailor training to respond accordingly
- SEND staff prepares training on advocacy, communication and presentation skills.
- Other materials are developed as resource materials for the DCMCs, such as a concept note or briefing paper, and PowerPoint presentation on the policy issue.

2. What is it?

The purpose of preparing DCMCs is to equip them with the right information, tools and skills for engaging in the different stages of the PM&E framework. Generally, most citizens are not aware of their rights and policies and programs that are intended to influence and improve their livelihood. Providing citizens with information about their rights and opportunities to exercise them is one way that PM&E prepares them to influence government. An informed citizenry is able to hold its government accountable, promote transparency and equitable distribution of resources.

3. Why is this important for PM&E?

When the DCMC is prepared, they feel confident as rights holders to lead advocacy activities. For example, they are able to hold district policy dialogues and follow-up meetings to demand accountability from duty bearers and improvements in service delivery. By equipping citizens to engage the first time, they acquire skills for future engagements on other issues. By enabling citizens to understand how government works, they are able to take advantage of pro-poor policies and programs. For example, if a policy exists and is not enacted, an informed citizenry can demand its implementation to enhance their lives.

4. When does it take place?

DCMCs are prepared and equipped for engagements with government at various stages of the PM&E process: policy literacy, research, advocacy and responsiveness. At each stage different issues and stakeholders may be involved. They should be able to lead the different stakeholders and handle issues involved at each stage. For example, at the first stage, the DCMCs are informed on government pro-poor policies. At the second stage, they are offered skills for data collection. In the third and fourth stages, they learn advocacy and communication skills for dialogues and follow-ups.

5. Where does it take place?

Preparation meetings and training sessions are held in SEND's office or any conference facility. Because training usually involves bringing in FNGOs and DCMCs from different districts, the event is held in a central location.

6. Who Participates?

One representative from the FNGO and one member from the DCMC are invited. They participate in a "trainer of trainers" workshop to prepare for the engagement. The trainers then share with other members of the DCMCs what they have learned.

Sometimes, depending on the number of districts participating in the project or issue at stake, all 11 members of the DCMC and other relevant opinion leaders are trained for the engagement. For example, during preparation for the policy dialogue on maternal health care in the districts, all DCMC members and executives of transport unions, among others, were invited to take part in an advocacy training workshop to prepare for the dialogue. The purpose was for them to use the skills acquired to advocate for an improved road network – especially in remote communities with a CHPS compound – to facilitate easy transportation of pregnant women to health centers.

7. How does it happen?

1) Government development plans, policies and programs are open for critique in democratic societies. As they are rolled out, they provide opportunities for citizens to engage about whether their interventions are relevant and effective in improving their lives. Therefore, when policies or plans are released or come to the attention of the public, SEND informs the DCMC that they are to embark on a new PM&E project.

Then, a one- or two-day sensitization meeting on the policy is organized for DCMCs to stimulate their interest in the policy issues and to educate them so that they understand the subject matter. After the sensitization meeting, they should be inspired to ask questions and demand accountability from the government. They should also share the information with their groups and communities.

In addition, the DCMCs are trained in communication skills, including engagement with and in the media. Subsequently, they plan for community durbars, district-level workshops and radio sensitization to create awareness on the issue. They also invite key institutions, resource persons and stakeholders to participate in these events.

2) After the sensitization on the policy, the DCMCs are ready to find out how the policy intervention or program is being implemented and whether it has reached the people and has had the intended impact on their lives.

At the research stage, SEND staff develop research tools and pre-test them with the DCMCs. At this stage, they can seek clarification on the questions and make suggestions to improve the tools. It also enables them to acquire hands-on experience on the use of electronic tablets for data collection. Finally, the DCMCs are informed of the location, the sample, respondents and timeframe for the study.

3) Once the research report is launched, members of the DCMC and opinion leaders are informed via e-mail and telephone about upcoming advocacy engagements and the need to prepare for meetings with duty bearers. The DCMC and SEND staff agree on a suitable date for the meeting.

Depending on the needs of the DCMC, between one to two days are set aside to prepare for the advocacy engagement. For instance, during a one-day meeting to prepare the DCMC for policy dialogue on maternal health, there were two sessions:

- Session One was used to train DCMC members to enhance their advocacy skills
- During Session Two, SEND staff presented the findings and recommendations of the research in a PowerPoint presentation, taking into account the peculiar needs of the district.

The discussion on the research findings leads to consensus building on priority issues to present to duty bearers. The DCMC and SEND staff prepare a list of proposed stakeholders to be invited to the advocacy engagements.

4) Afterwards, the FNGO holds a meeting to train all DCMC members and share information about the preparations. They then prepare a presentation on the research findings, highlighting the priority issues pertaining to their district. They share roles and responsibilities and arrange the logistics for the upcoming meeting.

5) At the last stage of PM&E, SEND staff prepare a check list of issues for follow up. The check list is based on commitments secured during the policy dialogues and any other relevant issues raised throughout the process. This is shared with the DCMC to make inputs, seek clarifications and use to track changes taking place in their district.

8. Special tips and things to watch out for

- ✓ Ensure that the DCMCs understand the issues raised by the research and are able to advocate for them.
- ✓ Depending on the location and the literacy level of those who are going to engage duty bearers, make use of the preferred language to foster understanding

9. Budget lines

- Conference facility
- Meals/water
- Travel and transport
- Stationery
- Honorarium for facilitator where applicable.

III. Facilitating Multi-Stakeholder Partnership Building

1. Supplies and preparations

- Stationery (note pads, pens, flip charts, markers)
- Computer
- Projector
- Preparation of PowerPoint presentation
- Preparation of concept note
- Banner

2. What is it?

Stakeholder partnership building involves strengthening the capacity of organizations and agencies which are expected to play a role in the implementation of PM&E projects. Partnership building has been adopted by SEND to mobilize district, regional and national actors of government, civil society and the media.

3. Why is this important for PM&E?

When partners aim to achieve a common goal, they strive toward better participation, transparency and accountability. Building stakeholder partnership promotes smooth implementation of the project, and improves the potential to achieve goals and sustain outcomes.

The process ensures that stakeholders whose actions are required to drive the change understand 1) the aims of the PM&E project, 2) the change being sought, 3) the actions expected of them to bring about the change, and 4) the complementary roles expected of them during and after project implementation. It provides a platform for key partners, such as government institutions (e.g. DAs, Parliamentary Select Committees, Ministries, etc.) to be fully involved in project implementation, monitoring and evaluation.

4. When does it take place?

Stakeholder analysis is undertaken during the development of project proposals to identify relevant institutions, groups or communities whose partnership is essential to drive the change agenda.

Stakeholder partnership, built at the outset of a project, eliminates potential misconceptions and antagonism during project implementation. It starts right from project design through to implementation. At project inception, stakeholders are contacted and briefed about the project's scope, objectives and outcomes. During project implementation, different stakeholders are engaged at different phases of PM&E. For instance, duty bearers are partnered to facilitate policy literacy programs, both in communities and on radio.

5. Where does it take place?

At District level, DCMCs led by their Focal Organization spearhead partnership building.
At Regional level, partnership building is led by the R-PM&E Network with support from the SEND Regional Networking Centre.

At National level, activities are led by the G-PM&E Network with support from SEND's Greater Accra PM&E Networking Centre and headquarters.
Meetings are held at a convenient office location with the identified stakeholders at the inception of project, at which time project-related information such as the proposal, concept note, and budget are shared. During these meetings the expected roles of each stakeholder are clearly defined.

6. Who are the participants?

Common stakeholders include the following, depending on the topic of the PM&E project:

- District level
  - a. Officials of MMDAs, including District/Municipal/MCE, DCD, Planning Officer, Budget Officer, etc.
  - b. DHMTs (e.g. District Health Director)
  - c. Department of Social Welfare
  - d. NHIS
  - e. GES
  - f. Traditional Authorities
  - g. Assembly Members, etc.
- Regional level
  - a. Regional Ministers
  - b. Regional Coordinating Director
  - c. Officials of RCC
  - d. Regional officers of the Department of Social Welfare Department, NHIA, GES, etc.
- National level
  - a. Ministers
  - b. Parliamentarians
  - c. Director-General of GESor GHS
  - d. Chairperson and members of the Public Account Committee
  - e. Director of NCCE
  - f. Chief Executive Officer of NHIA or Directors of NHIA Units

7. How does it happen?

During the project's design phase, SEND undertakes a stakeholder analysis to identify institutions, groups or communities that have direct or indirect roles to play to achieve project outcomes. Stakeholder analysis is undertaken at the three levels: district, regional and national.

Stakeholder partnership is important at each stage of a PM&E project:

1) **Community entry**: at the community level, DCMC members, led by the Focal Organization, identify and meet with opinion leaders such as Chiefs, Queen Mothers, youth leaders, women leaders and assembly members, among others. The meetings serve to brief them about the project's purpose, scope, objectives and expected outcomes. Expectations from the various stakeholders are also established during these meetings.

2) **Stakeholder consultation:** at district, regional or national level, this meeting serves to brief officials of institutions about the purpose, scope, objectives and expected outcomes. The meeting is also used to discuss the signing of MOUs between SEND, FNGOs and the stakeholders. The content of the MOU is agreed upon, so that SEND can draft and share copies for feedback before signing.

3) **Signing of MOU:** MOUs specifying project purpose, objectives and expected deliverables are signed by stakeholders, SEND and the FNGO. For example, a project to monitor the implementation of the CHPS would have an MOU signed by DMHT, SEND and FNGO at the selected DA. At the national level, the MOU would be signed between SEND and the GHS.

4) **Inception meeting:** Inception meetings facilitate face-to-face interaction between and among all project stakeholders from the project's targeted districts. MOUs are sometimes signed during inception meetings.

5) **Facilitation of Policy Literacy meetings:** Depending on the issue, duty bearers from public social services such as Education or Health facilitate policy literacy programs both in communities and on radio. SEND staff and the FNGO plan the activity jointly with government officers. They make presentations on the issues and guide discussions.

6) **Research:** Stakeholders provide useful data and information about budgets, projects implemented, numbers of beneficiaries, etc.

7) **Advocacy:** Stakeholders are engaged in policy dialogue and make commitments to improve services.

8) **Responsiveness:** Because of the roles agreed upon by stakeholders, DCMCs follow up to determine how commitments made by duty bearers have been fulfilled.

8. Special tips and things to look out for

- ✓ Once stakeholders are engaged in a project, make sure that the project serves the interests of all stakeholders, and does not shift in the direction of just one particular stakeholder.
- ✓ Welcome inputs or views of stakeholders into the project proposal where necessary – they often contribute from the technical point of view. When they provide inputs, they have a greater sense of ownership in the project.
- ✓ Be transparent and accountable to all stakeholder partners.
- ✓ Plan in advance with stakeholder partners all activities, especially activities that engage citizens, such as dialogues.
- ✓ The leading organization must effectively manage multi-stakeholder relations for successful project implementation.
- ✓ Always share project information with stakeholder partners, such as minutes, progress reports, end-of-year reports, monitoring and evaluation reports, etc.

9. Budget lines

- Transport allowance for planning meetings
- Travel days
- Accommodation
- Meals
- Stakeholder mobilization support (communication, hiring of logistics, conference hall, etc.)
- Media expenses.

IV. Community Durbar

1. Special equipment or supplies needed

- Canopies and chairs if the durbar is held in an open space
- Public address system
- Projector
- Computer
- Camera
- Educational materials

2. Preparations or background work

The FNGO and the DCMC play key roles in the preparation for the durbar by:

- Working closely with Assembly Persons, chiefs, queen mothers and the decentralized departments or the DA, depending on the issue at stake. For instance, if the object of the durbar is to educate the communities on agricultural issues, the FNGO organizes the durbar in collaboration with the District Directorate of Agriculture.
- The FNGO and the government agency agree on and select the communities in which to hold the durbar.
- The FNGO consults with the Assembly Person, chief, queen mother or religious leaders to choose a venue, date and time for the durbar. The venue could be an open space, community center or an assembly hall.
- All the stakeholders, such as community leaders, invite their constituents to the durbar.

3. What is it?

The purpose of the durbar is to sensitize citizens on and mobilize them around government policies, such as the NHIS, maternal health care or Education Capitation Grant. The durbar is meant to:

- raise awareness on the communities in which PM&E research is going to be carried out
- draw their attention to the benefits of government program and how it is supposed to improve their lives
- identify gaps in how the government program is being implemented, so that duty bearers are aware of them.

During the durbar, SEND also introduces its projects to the community and seeks citizens' support for successful implementation. When they are properly planned, community durbars are able to successfully reach hundreds of people with information at minimal cost.

4. Why is this important for PM&E?

Community durbars are important because they enable SEND to reach more citizens in rural and remote areas with information that equips them to make informed decisions. It draws ordinary citizens' attention to important policy issues, particularly those that are going to be tackled during the PM&E process. It equips them with information, shapes their thinking, and paves the way for their participation in PM&E and in their own advocacy activities. It also creates opportunities for building or strengthening relationships between the DCMC, opinion leaders and community members.

5. When does it take place?

The DCMCs often hold community durbars at the start of a project to educate the community on a government policy or program. However, durbars are also held when issues from policy research or follow-ups demand additional sensitization. For example, during the research, SEND and the DCMC identified that few men attended community meetings where maternal health messages were delivered. In response to this gap, community meetings were organized for couples to create awareness of the importance for men to support their wives during pregnancy.

6. Where does it take place?

The DCMC organizes the durbar in a rural and remote place where access to information about government policy is limited. Durbars are also held in places where government services are lacking. They can help these communities make informed decisions and take relevant action. For example, a small community called Teye Kpitikope in the Ada East District was selected for the durbar because it was hesitant to fulfill its commitment to acquire a new health facility, as required by the CHPS policy. The durbar was able to mobilize the community to make its contribution.

7. Who participates?

Often the durbar is targeted at the entire community. Government officers from departments, such as GHS or GES, are in charge of presenting the issue and serving as resource persons. The media is invited to report and provide news coverage. Sometimes, depending on the issue, special groups such as pregnant women and their husbands, are the targeted to attend. For example, sensitization on maternal health care was held in the communities so that couples could understand the r elevant issues, better support each other, and make informed choices on family planning.

8. How does it happen?

During a durbar on CHPS, the resource person from GHS made a presentation on the CHPS policy. The presentation highlighted the role that communities are expected to play in order to achieve the goals of the policy, especially the improvement of maternal health. Because the resource person could not communicate in the local language, the focal person of the FNGO, who is a native and understands the issue, interpreted the information. After the presentation, community members were given the opportunity to make contributions, ask questions and to seek clarification. The resource person responded to questions to dispel misunderstandings and offered more information.

Because communities need to support CHPS' policy with resources, this community decided to come together and make a commitment. The community decided to refurbish three rooms to serve as a CHPS center, provide accommodation for two community health nurses, and construct toilets for the health staff. When the durbar was over, the chief met the people of the community to discuss how they would mobilize resources and labor to complete the CHPS compound.

9. Special tips and things to watch out for

- ✓ Pay attention to religious and customary taboos, activities in the farming season and market days when choosing an appropriate date for the durbar. As many citizens should attend the durbar as possible.
- ✓ Choose a time that is favorable for women so they can attend and participate.
- ✓ Use appropriate language/dialect or make available an interpreter if the resource person cannot speak the local dialect.
- ✓ Keep the presentation simple and concise so that community members understand it.
- ✓ Acknowledge the chief, queen mother and other leaders, offering them opportunities to strengthen their commitment to address development issues in their community.
- ✓ Make the durbar participatory and interesting to sustain citizen attention.

10. Budget lines

- Assembly hall, community center or church hall
- Canopies and chairs for open space durbar
- Water and or snacks
- Travel and transport for staff and FNGO
- Honorarium for facilitator where applicable.'

V. Developing PM&E Questionnaires

1. Supplies and preparations

- Projector
- Computer
- Prepared research concept note
- Stationery (markers, flipcharts, masking tape, A4 sheets)

2. What is it?

All PM&E surveys are conducted using research tools developed with stakeholders. They are also tailored to the specific topic, and are designed to elicit responses on the PM&E indicators: accountability, transparency, equity, and participation.

3. Why is this important for PM&E?

The questionnaire serves as a tool to collect key stakeholders' views as to whether the particular pro-poor government program is being implemented in an accountable, transparent and equitable manner, and the extent of impact on the intended target beneficiaries and their communities.

4. When does it take place?

The development of the questionnaire takes place during the PM&E research phase.

5. Who participates?

- DCMC
- SEND program staff
- Researchers

6. How does it happen?

1) Concept Note Development: The first step in the design of a questionnaire is the development of a 2-3 page concept note by the Lead Researcher for the PM&E project. It contains a brief background of the project, the objectives of the research to be undertaken and the PM&E methodology to be adopted. Most importantly, the concept note contains issues identified from DCMCs' monitoring of government policies and programs at the district level. The concept note is shared with SEND's Program Officers for their review. It informs the agenda for the methodology workshop to develop the research questionnaire. See Appendix 3 for an example of a concept note and questionnaire.

2) Methodology Workshop: The second step in the development of a PM&E questionnaire is the organization of a methodology workshop in any of SEND's 4 Regional Centers with the full involvement of all Program Officers. At the workshop, the Project Lead and the Director of Policy Advocacy Programs present the concept note for discussion and clarification on the issues. Program Officers provide comments and suggestions. One major output of the workshop is consensus on the objectives of the research. With a common understanding of the issues, the team begins to develop the PM&E questionnaire by asking a set of questions to meet the objectives of the research.

The team analyzes each objective and develops relevant questions that will elicit reliable responses from the respondents. A typical questionnaire is formulated to gain comprehensive information on the PM&E indicators. Questions may be targeted at the households, institutions, duty bearers, and selected key informants.

At the end of the methodology workshop, a draft PM&E questionnaire is developed by the team for the Lead Researcher to edit and finalize. The Lead shares the final questionnaire with the Director of Policy Advocacy Programs for her final approval.

3) Training of DCMCs on the PM&E Questionnaire: SEND program staff trains a minimum of two members from each DCMC on the PM&E questionnaire to enable them to administer it in their districts with the use of a hand held device (mobile phone). During the training, which is organized at SEND's Regional Centers, program staff orient participants to the objectives of the research and take them through each of the questions to ensure that there is clarity and understanding. Feedback from the DCMC members may lead to modifications of the PM&E questionnaire.

4) Pre-testing of questionnaire: After the training of DCMC members, the questionnaire is pre-tested in selected districts to ensure that there are no errors. SEND staff and DCMCs hold de-briefing sessions to discuss any problems with the questionnaire: ambiguity of words, misinterpretation of questions, inability to answer a question, and sensitive questions. The process of administering the survey is also observed during the pre-testing. The Learning, Monitoring and Evaluation Coordinator is then authorized to put the questionnaire on the PartMe system for electronic data collection to begin.

7. Special tips and things to look out for

- ✓ All the questions should be informed by the objectives of the PM&E research.
- ✓ All program staff should understand the questions to enable them to facilitate training for the data collectors (DCMC members).
- ✓ The beginning of a PM&E questionnaire should have an introduction to the survey. It should state the objectives in a way that attracts the attention of potential respondents and encourages them to take the survey.
- ✓ Always organize the questions in logical groups so that individual questions build on each other.
- ✓ It makes it easier for your respondents to understand and answer the questions, thus increasing the quality of the results.
- ✓ The most effective surveys always use plain, easy-to-understand language.
- ✓ As a general rule, keep your survey short, simple, and to the point.

8. Budget lines

- Conference facility
- Meals
- Stationery
- Transport cost
- Accommodation cost
- Per diems.

Box 5 Example of a PM&E Questionnaire

Questionnaire for Ministry of Food and Agriculture

Objective 1. Assess budgetary allocations to the Ministry of Food and Agriculture to undertake the fertilizer subsidy program.

Q.1 Please indicate the allocation to the Fertilizer subsidy program from 2008 to 2014(MOFA national)

Year	Allocation		Actual Subsidy	
	Quantity(Amt)	Amount	Quantity(Amt)	Amount
2012				
2013				
2014				

Q2. Please comment on allocation and actual subsidy……………………………………..

Objective 2. Trace the influence of fertilizer subsidies on access, productivity (yield) and incomes of poor men and women farmers

Q3. Please indicate the number of beneficiary farmers since 2012(MOFA regional)

Year	Smallholder farmers	Commercial farmers
2012		
2013		
2014		

Q.4 Please indicate the number of beneficiaries since 2008

Year	Male	Female
2013		

Q.5 Has there been any changes in level of productivity of targeted crops since the introduction of the fertilizer subsidy? Please explain your answer………………………………… (All levels of MOFA)

Objective 3. To examine the targeting mechanism of the fertilizer subsidy program

Q6.Could you please explain the targeting mechanisms for the fertilizer subsidy program. (Probe around crops, gender, regional, population)

- What selection criteria is used
- Challenges faced in targeting
- Suggestions to improve targeting
- Lessons learnt

Q7. What challenges do you face in implementing the program?
Q8. Suggest ways to improve the implementation of the program.
Q9. What lessons can you share from the implementation?

VI. Information and Communication Technology for PM&E

1. Supplies and preparations

- Staff with ICT knowledge and skills
- Android-based mobile phones and netbooks/mini-laptops
- Development or deployment of data collection system, i.e., software
- Assessment of ICT infrastructure base (mobile network coverage, access to internet connectivity) of project sites
- Installation of Data Collection System on phones and netbooks
- Assessment of DCMC members' / end users' capacity to use ICT (mobile phones and computers)

2. What is it?

ICT was introduced into SEND's PM&E projects to facilitate a collective process of gathering data and evidence on Government's pro-poor policies and programs. ICT also enhances communication between SEND and its partners and stakeholders.

3. Why is this important for PM&E?

Central to SEND's PM&E is the research or evidence gathering process. This involves collecting data from various stakeholders on the implementation of Government's pro-poor policies and programs. To be effective in advocating for change, PM&E needs to be timely in its generation of evidence and dissemination of findings.

Before it introduced ICT to PM&E, SEND conducted research with paper questionnaires. This method posed several challenges:

- Difficulty in sending questionnaires to FNGOs/DCMCs and delay in receiving completed questionnaires
- Delays in data analysis and reporting, resulting from cumbersome manual coding, data entry, and cleaning processes
- Loss of questionnaires, both uncompleted and completed, through public transportation
- High cost of sending and receiving parcels to and from the district partners
- High volume of paper, making portability difficult and sometimes resulting in questionnaire mix-up.

To address these challenges, ICT was introduced to the PM&E process through a project called PartMe. PartMe demonstrated the enormous potential of ICT to improve SEND's PM&E processes. It was piloted in 21 districts and subsequently scaled up to all 50 districts. Mobile phones were successfully used to collect data, which was fed to the Information Management System (IMS). By training the FNGOs/DCMCs to be able to send data from their districts to the central IMS in Tamale, ICT has proven to be effective in responding to the challenges of conducting large country-wide surveys.

Another constraint to PM&E was the difficulty in disseminating research findings to district partners and other stakeholders. The ICT solution also proved to be successful in reaching citizens and duty bearers with information. This was through the use of:

- SMS alerts
- Text and voice messaging
- Web-site
- Social media (Face Book).

All these ICT platforms are used to enhance communication, which is essential for effective public policy advocacy.

4. When does it take place?

ICT has been mainstreamed into all PM&E phases, but is crucial for the research phase.

5. Who participates?

ICT involves all stakeholders in the PM&E processes. FNGOs/DCMCs are provided with Android-based mobile phones and trained to use them for data collection and transmission. All actors including citizens, government officials, MPs and CSOs are able to receive information about PM&E results via ICT and social media.

6. How does it happen?

1) **Policy literacy:** For a long time, organizing policy literacy for citizens and stakeholders has been conducted using physical, face-to-face platforms: meetings, workshops, durbars, etc. These forums were not only expensive, but were also limited in their ability to reach out to a critical mass of stakeholders. To address this, SEND introduced community radio and social media. These media platforms facilitate timely information dissemination on a wide scale, easily accessible to stakeholders.

2) **Research:** During this phase of PM&E, ICT is used extensively in the following ways:

a. **Transcribing questionnaires electronically onto the system:** Questionnaires that are developed from the methodology workshop are designed and coded on the back-end of the application. After they have been transcribed electronically or downloaded onto the system, they are uploaded onto the on-line server for access by data collection teams.

b. **Training of FNGOs/DCMCs on the questionnaires**: Training DCMCs to have a good understanding of the questionnaire has a great influence on the quality of data collected. Once they have understood the intent of all questions, they are trained on how to effectively administer questionnaires to various stakeholders using Android-based mobile phones and IMS. Data collectors receive practical, hands-on training to complete the questionnaires on the hand-held devices.

c. **Data Collection:** A core PM&E responsibility of FNGOs/DCMCs is data collection or evidence gathering. After they have been uploaded on the system, questionnaires can be accessed on-line through the user interface on the Android mobile phone, and stored or saved locally on the phone. Questionnaires saved on the phone are loaded on to the system for data collection via the Internet. Internet connectivity is only required when completed questionnaires are ready to be submitted to the on-line database. Data submitted to the database cannot be accessed or altered on the phone, but only on the database. For quality assurance purposes, the database manager can keep track of who is sending what and at what time. As such, s/he can provide feedback back to data collectors (DCMCs) in case of data entry errors.

d. **Data Export and Analysis:** It is important to note that the system does not analyze the data and therefore it has to be exported to a spreadsheet data analysis tool, such as Excel or SPSS. A critical feature of the system is the fact that it completely eliminates the possibility of double entry of data.

3) **Information dissemination using SMS Alerts and Interactive Voice Response System:** SMS alerts are transmitted through a mobile application called Vusion. The alerts disseminate information about the research findings. The interactive voice response system called VOTO Mobile is used to disseminate information to people who cannot read the text messages. Research findings are recorded in their local languages and sent to them via voice messaging.

4) **Use of Netbooks:** Netbooks are mini laptops provided to FNGOs/DCMCs to enhance their ability to write reports, and to communicate via e-mail and social media. Training is organized for DCMCs to effectively use computers and the Internet to communicate during the PM&E process.

7. Special tips and things to watch out for

- ✓ When starting out with a new technological application, do not be afraid to make mistakes but rather learn from them
- ✓ Start with technology that is available and upgrade later
- ✓ Choose appropriate technology that fits your context – involve end-users in the choice of ICT solutions
- ✓ Building the capacity of FNGOs/DCMCs on the use of the system is critical – assess their capacity before designing a training program
- ✓ Provide regular and timely backstopping support to end-users on the use of the data collection system
- ✓ Be mindful of the fact that ICTs might not work perfectly all the time -- there should be back-up mechanisms.

8. Budget Lines

- Cost of equipment (Android-based mobile phones and mini-laptop) and maintenance
- Cost of end-user training on the use of system
- Internet connection and subscription on the mobile phones for data collection.
- Cost of providing regular and timely backstopping support to end-users of system (phone calls and sometimes traveling to the field)
- Cost of on-line hosting applications.

VII. Conducting FGD

1. Supplies and preparations

- Stationery (flip charts, markers, notebooks, pens, stickers, masking tape)
- Interview guide
- Develop questions for the discussion
- Identify the target group
- Name tags
- Participant list
- Recorder

2. What is it? Purpose and Objective

FGD are one of many research tools used to gather qualitative data. People with common interests and experiences in a particular issue are brought together to discuss and share ideas on the topic. The main purpose is to draw upon participants' feelings and attitudes. This research method allows all to share their individual views, and also captures the collective opinion of the group.

3. Why is it important for PM&E?

The participatory nature of the FGD enhances data collection for research. It gives the opportunity to collect the views of participants that may have been missed in the quantitative data collection.

4. When does it take place?

This is a qualitative research tool that can be used in several ways:

a. before the research begins, to help develop a questionnaire for the quantitative data collection
b. after the quantitative data collection, to validate or triangulate the data collected
c. simultaneously with other types of data collection, to bring different perspectives to light.

For example during the research on PWDs' share of the DACF, an FGD was used to validate responses and also to elicit views from the beneficiaries on the management and utilization of the funds. It was done simultaneously with the quantitative data collection.

5. Where does it take place?

FGDs can be held at any quiet place that is accessible to participants. For example, an FGD conducted to solicit additional information on community involvement in community-based health planning and services was held at the CHPS compound because it was easy to access by all.

6. Who Participates?

A moderator and assistant moderator lead the discussion. The number of participants is usually between 6 and 15. People with common interests participate in the discussion. For example, to get their views on the services provided at the health care centers, both pregnant women and nursing mothers participated in an FGD.

7. How does it happen?

1) Develop the objective of the research

Before the FGD is conducted, set the objectives of the study, stating clearly what questions the discussion seeks to answer.

2) Identifying the target group

In line with the objectives of the research, groups are identified to participate in the discussion. Once the target groups have been identified, the criteria for selecting participants is shared with the FNGO, which invites the participants to the meeting. It is possible to have more than one target group to address the same topic. For example, on maternal health care, one focus group could be organized for pregnant women, and another for nurses. Both are interested in the topic, but may have very different opinions on the issue. It is important to hold two separate discussions for these two target groups. Questions are specifically tailored to the different groups identified. Because men and women generally have different perspectives on issues, sometimes it is better to hold two sex-segregated group discussions. However, if the issue is of concern to both men and women in very similar ways, it is possible to have both sexes in the same group.

3) Develop an FGD guide/questions

The FGD guide template developed by SEND is used as the basis to develop questions. The template is designed to elicit appropriate responses or comments from participants. All questions are "opinion" questions that provide qualitative answers. Even though individuals answer the questions, the discussion should yield a collective response that characterizes that specific group of people.

The questions usually number between 4 and 8, and are grouped into three main sections.

a. **Warm up questions:** These are questions used to build rapport and also serve as icebreakers. These motivate everyone to participate. For example, "was there enough rain for farming this year?" This is an opinion question.

b. **General Questions:** These set of questions are used to introduce participants to the topic of discussion, give them a general overview of issues, and also make them feel comfortable. For example, "what do you know about your District Assembly?" This question gets people thinking.

c. **Core Questions:** These center on the main purpose of the discussion. They are supplemented with probing questions to get all the information needed and to verify the main points discussed. The probes seek more clarification on the core question asked, in order to narrow the discussion down to specifics. An example of a core question is: "how has the facility (education, health, water and sanitation or agriculture) increased your access to services? This is followed by a probe, "what do you like best about it?"

4) Mobilize target group/participants with the support of FNGO

FNGOs are engaged and educated on the process of identifying FGD participants. Participant selection can be done either by purposive sampling or nomination. Selection can be done at the district or community level depending on the topic of the research. FNGOs send invitations to the participants taking into consideration their availability and interest. The time and venue are shared with them after confirmation from each selected member.

5) Holding the FGD meeting

The discussion is held with the participants on the agreed date and venue. An ice-breaking activity can be carried out before the warm-up questions. At one FGD at Bongo in Upper East Region, the women decided to welcome everyone by singing and dancing. After introductions, the Warm-up questions are followed by General and Core questions, giving all participants opportunities to share their views. The moderator facilitates the discussion, and the assistant moderator mainly takes notes. Both the moderator and the assistant record observations during the discussion. A voice recorder can also be used with the permission of the participants. When the discussion is over, the moderator thanks all the participants. Some FGDs may end with refreshments or by distributing honoraria, if resources are available. Most FGDs take about 40 minutes to an hour, depending on the attention span of the group.

6) Analyzing FGD Data

SEND's FGD data analysis template assists the researcher to analyze the qualitative data. There is also space for the moderator to write out the lessons learned, implications and recommendations, which feed into the final report.

It is important for both the moderator and the assistant moderator (note taker) to sit together immediately after the discussion to complete the template to analyze the data. This will help to identify issues that either one missed during the session. If used, the voice recorder should be played immediately after the meeting to help capture all the information. The reason why it is important to do the analysis immediately is to aid accurate recall of the discussion.

8. Special tips and things to watch out for

- ✓ Try to paraphrase and summarize some of the contributions made by participants to ensure clarity. If someone says something that would make a good quotation to use in the report, capture those words verbatim.
- ✓ A recorder can be used with the permission of participants.
- ✓ The moderator should create an atmosphere that ensures all members feel comfortable and participate in the discussion.
- ✓ Local language should be used to allow participants express themselves better. But in a situation where the moderator cannot speak the local language, there should be an assistant who will interpret the discussions.
- ✓ During the discussion the moderator should be neutral, allowing all concerns to be raised whether s/he agrees with them or not.
- ✓ Provide some incentives for participants, i.e. refreshments.
- ✓ Choose a venue that is not too far from the participants' homes and also quiet to avoid distractions. Sometimes other adults and children gather around to watch. However, this situation could influence participants' ability to discuss issues freely and openly. Therefore, the FGD should be held without observers.

- ✓ Choose a time convenient for participants.
- ✓ It is important to assure participants that the meeting will be short (40 minutes to 1 hour) in order to encourage full participation that will yield a fruitful discussion.
- ✓ Be mindful of participants who might hijack the meeting by dominating the discussion and talking too much.
- ✓ The moderator should have good facilitation and probing skills in order to be able to engage the participants in an active and interactive discussion.

9. Budget Lines

- Travel and transport
- Stationery
- Mobilization

Box 6 Example of a Focus Group Discussion Guide for Farmers

Welcome

- Thank you for coming- we are grateful for your time
- We are from an NGO called SEND GHANA…Please feel at home to discuss issues.
- We can assure you, there's no wrong or right answer and all information given here will be kept confidential
- Before we start, I would like to introduce myself first. My name is ……
- My colleague here would prepare name tags for each one of us for easy identification.
- Let's start….. What is your name and what do you do?

Warm up question

How are you?

1. How is your preparation towards the farming season going?

General questions

1. What do you know about Government's Fertilizer Subsidy programmes?

Core questions	Probes
1. How could fertilizer be more affordable to farmers?	• Has there been changes in the price of the fertilizer since 2008? • How has the change in price affected you (yield, number of bags purchased)? • Have you received any financial support to buy fertilizer (CSO, family etc.)? • What do you think can be done to make fertilizer more affordable?
2. How could farmers have better access to the fertilizer subsidy?	• Where do you get subsidized fertilizer? • What process do you go through to get subsidized fertilizer? • What do you think can be done to make fertilizer more accessible?
3. How could the government improve the subsidized fertilizer program to increase productivity levels?	• What has been the changes per acre? • Did you receive education on fertilizer application, if yes by whom? • When was the education given? • How has the education influenced your productivity?
4. How can small-scale farming be improved	• What can be done to improve the fertilizer subsidy programme • Which other recommendations do you have

Closure Remarks:

Thank you for your contributions in this discussion. Do you have any questions or comments for us?

Box 7 FGD Data Analysis Template

Day/Date:	Venue/Community:	District:	Total No. of Participants - Male - Female -
Moderator:	A/MODERATOR:	Supervisor:	
QUESTIONS	PROBES	RESPONSES / COMMENTS	ANALYSIS Lessons / Implications/ recommendations
Warm-up Question			
General Questions			
Core Questions	Probes		

VIII. Policy Dialogue Meetings

1. Supplies

- Stationery (markers, flipcharts, masking tape, A4 sheets)
- Projector and computer for presentation
- Monitoring report
- Prepared PowerPoint presentation on the policy issue

2. Preparations

At the preparation stage, it is important to involve all key stakeholders in planning, so that they agree on the issues, date, time and venue. Preparing and rehearsing presentations with the FNGO and DCMC before the dialogue meeting is also very important. Everyone should agree on the content and design of the presentation. They should choose a presenter who is a good speaker and is confident enough to talk convincingly about the content.

3. What is it?

Dialogue meetings are for the purpose of advocating to duty bearers. The main objective is to present the monitoring findings and conclusions of the research to government officials mandated to ensure effective delivery of pro-poor policies and programs at the district, regional and national levels. The expectation from these meetings is to secure commitments from duty bearers, so they are obligated to improve delivery of goods and services.

Dialogue meetings are a common platform to bring together key actors, such as public officials, CSOs and beneficiaries, to discuss the issues arising from the research. For example, during the monitoring of DACF, district, regional and national dialogue meetings were organized, bringing together all the stakeholders involved at each level (PM&E Network, government, PWD associations, civil society, and media). These meetings allowed for deliberation on the findings of the PWD's two percent share of DACF.

Dialogues can also be bi-lateral meetings between the DCMC and the department or agency exclusively concerned with the issue. For example, during the monitoring of the Capitation Grant, it was found that one particular district misapplied the funds. Therefore, a dialogue meeting was arranged by the DCMC to discuss the issue directly with the GES.

4. Why is this important for PM&E?

Policy dialogues are fundamental to the PM&E process. They encourage dialogue between public officials and citizen groups. At the same time, they create platforms for citizens to engage duty bearers, to receive responses, and to gather feedback for improvements and changes in the implementation of policies and programs. During meetings, commitments from duty bearers are secured – this shows citizens that they can advocate successfully through dialogue. As an innovative practice, Policy Dialogue Meetings are effective forums for enhancing citizen-government engagement.

5. When does it take place?

Dialogue Meetings take place at the advocacy stage of the PM&E. District dialogue meetings are held mostly after the monitoring report has been launched at national level – the launch is not a dialogue meeting, but an information session. District dialogue meetings can also take place immediately after monitoring visits have been conducted by DCMCs because some problems may need quick attention. Regional Dialogues are conducted only after all District Dialogue Meetings have been held. This is because all the views from the districts are rounded up at regional level. Districts advocate to region, and regions advocate to national level. National Dialogue Meeting are usually conducted after all Regional Dialogue meetings have been held.

6. Where does it take place?

Policy dialogue meetings take place at different levels depending on the issues at stake and those who have the power to effect the change. District Dialogue Meetings are organized to address district-level advocacy issues. They engage district stakeholders on implementation challenges or gaps identified by the DCMC during monitoring.

Although most of the programs are implemented at district level, there are other issues or challenges identified during monitoring that are beyond the control of district level actors and therefore require regional-level intervention. Such issues are collated during Quarterly Review Meetings and presented at Regional Dialogue Meetings. For instance, during the monitoring of the DACF it was found out that most of the districts had not opened bank accounts for PWDs, in spite of clear directives from Ministry of Local Government. At district level, officials claimed they had not received those instructions, and thus it was difficult for DCMCs to advocate for the issue. Therefore, a Regional Dialogue Meeting was organized involving the RCC. The RCC committed to writing to the various MMDAs informing them of the directives. SEND was also given a copy of the letter, after which it became much easier to pressure the districts to open bank accounts for PWD allocations.

Sometimes advocacy efforts require attention to policy, which can only be effected at national level. In monitoring the DACF, one of the main issues identified was the signatory to the PWD account. The guidelines prepared at national level stipulated that the signatories should be the DCD and the District Finance Officer. However, this scenario only makes it easier for the DA to borrow money from the PWD accounts. Dealing with this issue required amending the guidelines to ensure that a third signatory was added to the accounts. This would solve the problem of the Assembly borrowing money from the PWD account. In such situations, National Dialogue is required to amend guidelines.

7. Who participates?

In all situations the selection of participants to attend dialogue meetings depends on the following:
- Who is affected by the issue?
- Who has the responsibility?
- Who has the power and influence to change the situation?

At district level, participants include: DA, Decentralized Departments, CSOs, traditional authorities, religious leaders, opinion leaders, PWDs, women's groups, youth groups and food crop farmers.

National level participants include Parliament, Ministries, Media, Federations, CSOs and other citizen groups at national level.

8. How does it happen?

1) At all levels, before dialogue meetings, the issues to be discussed are decided upon and stakeholders selected to participate in the dialogue session.
2) After the identification, a joint planning meeting involving key stakeholders is organized to determine the date, venue and time. Roles and responsibilities are assigned, with particular attention to logistics and preparation of the PowerPoint presentation.
3) The DCE/ DCD or DCMC member chairs district-level dialogues. At regional level, the Regional PM&E chair or Regional Minister/ Regional Coordinating Director chairs. At the national level, the person chosen to be the chair is influential in the subject area (e.g. Paramount Chief, known advocate, etc.). In additional to the chair, there is in most cases a facilitator, although sometimes the chair also facilitates. Whereas the chair presides over the meeting, the facilitator directs the discussions and moderates any debate.
4) During the District Dialogue, presentations are made by the DCMC. At regional and national level, SEND's Program Officer makes the presentation on behalf of the regional or national PM&E Chairperson. After the presentation, the floor is open for discussions for all participants. The implementing departments and key stakeholders are given the opportunity to respond to the issues. For instance, in the case of the Capitation Grant, GES is given the opportunity to respond at district, regional and national levels.
5) The final part of the discussion is usually used to solicit commitments from those who have the responsibility and ability to influence change.
6) Finally, a work plan is developed reflecting all the commitments secured. The work plan includes commitments made, those responsible and the time period for affecting change. After the work plan has been drawn up, SEND and the DCMCs have the responsibility to monitor those commitments.

9. Special tips and things to look out for

- ✓ Involve key stakeholders in the planning process, so that they are on board and have a vested interest in the meeting's success.
- ✓ Have discussions with the facilitators and tell them exactly what you want from the meeting.
- ✓ Ensure that the duty bearers are invited to the meeting as they have the power to effect the desired changes. Have those directly responsible for decisions attend the meetings, not their deputies.
- ✓ At all levels the number of advocacy issues brought to the attention of duty bearers should not be more than five.
- ✓ Issues presented should be very clear and straight to the point.
- ✓ Keep the meeting as short as possible, i.e. maximum 3 hours.
- ✓ Take note of the different needs of participants (PWDS, illiterate participants etc.) and put in place measure to allow them to participate meaningfully. This may involve additional expenses.
- ✓ Choice of venue should be strategic, i.e. District Assembly hall, private conference centers at hotels and churches, or training centers and schools.

10. Budget Lines

- Meeting /conference facility
- Meals/water
- Travel and transport
- Stationery

IX. How PWDs Enter Into The PM&E Process

1. Supplies

- Choose an accessible venue for the activity, i.e. with ramps or elevators, on the ground floor.
- Let PWDs choose professional sign language interpreters for the activities
- Provide financial support to convert relevant materials into Braille

2. Preparations

To work efficiently with PWDs in any activity, it is essential to collaborate with them. PWDs should own the process and not feel sidelined or discriminated against. It is therefore important to

- Contact the leadership of member organizations of the GFD and plan together
- Share draft concept notes and other relevant information for their input, and make them accessible to PWDs
- Let PWDs suggest government institutions to engage, influential individuals to play key roles, and organizations to partner with.

3. What is it?

The purpose is to place PWD's challenges and concerns in the public domain by creating a platform for them and enhancing their capacities to lead demands for change. In Ghana, over 24% of the population, including PWDs, are poor, vulnerable and have limited entitlements. Their participation in governance processes is limited. A key aim of the PM&E framework is to facilitate the participation of marginalized groups in national discourse. In view of this, SEND mandates DCMCs to ensure that one person represents the Federation of the Disabled on the committee. Some DCMCs have more than one PWD representative.

4. Why is this important for PM&E?

Involving PWDs is important because it promotes inclusiveness and equity in society. SEND believes that when procedures and systems are put in place to ensure that PWDs and other vulnerable groups' voices are heard and are responded to, society becomes more fair and just.

5. When does it take place?

Advancing the cause of PWDs happens in all the phases of PM&E within different initiatives. PWD challenges are cross-cutting and need to be considered for all policies and programs. All PM&E projects assess how PWD needs are addressed and they are benefitting.

Sometimes, events will come up which provide timely opportunities to bring PWD issues to the attention of the public. For example, during the awareness raising on the GPRS I, it was realized that the strategy did not address the needs of PWDs. To respond quickly to this gap, the PM&E methodology was adjusted to suit the circumstances. Instead of the usual research process, an audit of the GPRS was conducted. The outcome was used to engage national level stakeholders during a lobby week. See PWD Case Study.

6. Where does it take place?

Depending on the activity or the issue, advocating with PWDs takes place at the district, regional or national level, or within their own associations. For instance, while policy literacy meetings are organized for PWDs at community or district level, advocacy activities are carried out at all levels. During the sensitization on the NHIS, the PWD DCMC members also sensitized various PWD groups during their own meetings. Thus, they were able to pass on relevant information to many PWDs at little or no cost. Similarly, regional level sensitization was organized for PWDs on the GPRS, agriculture and trade issues. Here, the various PWD groups sent representatives to participate at the regional level and to provide feedback to others at their district- or community-level meetings. At the national level, the GFD, NCPD and other influential PWD organizations are involved.

7. Who participates?

Umbrella groups for PWDs in Ghana are NCPD and GFD. These are some of the groups that comprise PWDs in Ghana:

- Society for the Hearing Impaired
- Association for the Visually Impaired
- Society of the Physically Disabled
- Association for Albinos

Some media houses, CSOs and MDAs working with and for PWDs ensure that they have a platform to voice their concerns. There are also individual PWDs who are well-known advocates. Conscious efforts are made to enable many women with disability to be involved in PM&E activities.

8. How does it happen?

1) PWD representatives on the DCMCs pass information on to other PWDs, and also provide feedback to the DCMCs. After attending an awareness program or training event, they are expected to share with the PWDs in their group. They also ensure that PWDs benefit from all policy literacy education and sensitizations organized by SEND on government policy interventions. For instance, PWDs participated in sensitizations on the Capitation Grant, National Health Insurance, School Feeding Program and PWDs' share of the DACF. During the sensitization, challenges of PWDs in accessing programs, such as NHIS, are highlighted and sometimes become the focus for PWD policy research and advocacy.

2) Once an equity issue for PWDs is identified for research, SEND develops research tools and trains the FNGO and one or two DCMC members (including the PWD member) on the data collection tools and the use of ICT to collect data. The PWD DCMC member administers the questionnaire through the leaders of the various PWD groups such as the Associations of Physically Disabled, Hearing Impaired and Visually Impaired. After the leaders have been educated on what to do, they are able to gather the information from their members. The completed questionnaire is sent to the PWD DCMC member. In the case of the visually impaired, the questions are read to them and their responses written down.

3) PWDs encounter challenges to use PM&E tools, especially when ICT is involved.

- Hearing impaired do not participate in trainings on the data collection tools due to the absence of a sign language interpreter. This also implies that they do not take part in the data collection.
- Visually impaired depend on others to read printed questionnaires because SEND does not have

the software to upload a Braille version of the tools.

- Physically disabled and the visually impaired are not able to administer the tools in communities or meet with duty bearers who are located in buildings that not accessible to them.

SEND is always looking for ways to meaningfully involve PWDs in collecting data. Even though there are challenges, many PWDs are able to adapt to the research conditions and participate.

4) With evidence in hand, PWDs together with their national bodies, such as the Federation of the Disabled, demand answers from duty bearers at all levels. According to the PWDs, focusing the research and dialogue on one particular issue, such as NHIS, i) helps to address their specific needs, ii) mobilizes national stakeholders for a dialogue, iii) compels duty bearers to respond to their challenges and iv) facilitates citizens' understanding.

5) Commitments secured and / or action plans drawn up during the dialogues are followed up by PWD groups and GFD with support from SEND and the DCMC. PWD groups and the DCMC follow up at the district to ensure that district-level actors keep their pledges to address PWD needs. At the national level, the Ghana Federation for the Disabled and SEND follow up on the issues. For example, as a result of the report launch and policy dialogue on the NHIS, District Assemblies and the District Health Insurance offices are ensuring that more PWDs who qualify as indigents do not pay premiums in order to access healthcare.

9. Special tips and things to watch out for

- ✓ It is important to realize and to be sensitive to the fact that PWDs are not just one group, but made up of many diverse groups, each with their own specific needs and challenges. Apart from the type of disability, issues of economic status, gender and ethnicity play a part in defining the issues faced by PWDs.
- ✓ Build the capacity of your staff on PWD issues.
- ✓ Learn how to communicate effectively with PWDs.
- ✓ Facilitators and organizers must learn how to work with PWDs and be sensitive to their needs.
- ✓ Develop or strengthen the capacity of PWDs to serve as resource persons or facilitators for policy literacy.
- ✓ Budget adequately for events, taking into consideration the aids or assistants for the visually impaired and the physically disabled.
- ✓ Use Braille converters or large print (in case of partial blindness) to make the questionnaire, question guide, and information documents accessible for the visually impaired.
- ✓ Do not discriminate against PWDs in data collection. Allow them to participate to build their capacity, explore their potential, enable them to acquire the experience, and to meet with duty bearers and influential persons in their districts.
- ✓ Advocacy issues should be identified by PWDs and backed up by evidence.

10. Budget lines

Working with PWDs is expensive and therefore budgets must take into consideration travel and transport, special aids and assistive devices, PWD assistants, accessible conference facilities, brailing of documents or information and sign language interpreters.

X. Promoting Women's Voices and Participation

1. Supplies and preparations

- Gender Project Officer
- Provisions for child care
- Clean rest room facilities at meeting sites

2. What is it?

SEND promotes women's voices and participation through its programs and management practices because it desires to close gender inequality gaps. Opportunities and spaces are created for women to build their capacity to engage duty bearers at all levels. As an example of furthering this objective, SEND established Women in Agriculture Lobby Teams in the three northern regions so they could advocate for favorable agricultural policies for women farmers.

3. Why is this important for PM&E?

At both national and sub-national levels, structural barriers, whether legal or socio-cultural, limit women's involvement in governance processes. Promoting women's voices and participation is important for PM&E because women are the best to tell their stories and represent their own advocacy issues. SEND wants to avoid the situation where men are representing or appropriating women's views. Women have rights to participate equally in democratic governance and to be agents of change.

4. When does it take place?

Women's voices and participation are promoted at all levels of the PM&E framework.

- Before the process starts, the DCMC is mandated to be gender-sensitive and inclusive of women. There is a quota of 40% women representation in the 11-member committee.
- In the policy literacy or sensitization phase, SEND ensures that at least 40% of participants are women. Also, SEND specifically invites women as resource persons. Program staff ensure that women's involvement is meaningful, that their voices are heard, and their viewpoints are taken into consideration during the sensitizations.
- In the research phase, women members of DCMCs are specifically selected and trained to participate in the data collection processes. The PM&E questionnaire is formulated in a way that elicits specific responses on the differential impact of government programs and policies on women and men.
- During the policy advocacy phase, women, who usually constitute the majority of those directly affected by the policy advocacy issue, are coached to participate in dialogues at national and sub-national levels.

- At the responsiveness stage, women members of the DCMCs are involved in tracking commitments secured at the policy dialogues. They also track the implementation of the projects at the district level and provide feedback to district assemblies.

5. How does it happen?

1) Formation of DCMCs: The promotion of women's voices and participation starts with the formation of the DCMC. Women's associations in the district are invited to send two representatives to serve on the DCMC.

2) Project planning and design: The promotion of women's voices and participation at SEND starts with project planning and design. A social-gender analysis is accomplished to identify gender roles, perceptions, interests, needs, priorities and motivations of women, men, youth and PWDs. These are included in the contextual analysis for the PM&E project. The logical frameworks, theories of change and work plans reflect those gender issues. Activities are planned to address relevant women's issues and close gender gaps.

3) Project implementation: SEND ensures that women are well represented in PM&E activities to identify gender-specific barriers to participation and put into place measures for gender equity. These include measures such as holding a series of district and community-level workshops and dialogues that are held in convenient locations and at suitable times. Facilitating women's participation requires planning activities that do not conflict with women's other responsibilities. For example, women may find it difficult to travel to a regional capital for meetings. SEND also ensures that meetings are conducted in a language that women understand. Where English is used, translation is provided into the local dialects that women speak.

4) Project monitoring and evaluation: Monitoring and evaluation is carried out in gender-sensitive ways. Monitoring indicators are disaggregated by sex and gender. Gender-sensitive indicators provide information on how policies and programs affect men and women. Examples of gender-sensitive indicators include:

- number of women, men and youth participating in a project
- extent to which the project location and activity are accessible to women, men and youth
- level of benefits accruing to women, men and youth, such as income or yields
- level of understanding by women, men and youth of information disseminated.

In analyzing monitoring reports, SEND seeks to understand specifically how projects impact women, men, youth and PWDs in different ways, rather than assuming that all will benefit in the same ways.

6. Special tips and things to watch out for

- ✓ Ensure that you have a full understanding of the socio-cultural values, dynamics, structures, attitudes, beliefs and power relations that underpin gender and social inequalities in communities. By identifying the reasons for discrimination, you can anticipate possible barriers and start to eliminate them.
- ✓ Have "gender conversations" with women and men so that they understand the gendered implications of project activities. Use this opportunity to sensitize men on gender issues of inequity.
- ✓ Give women the confidence to voice their opinions. For example, invite them to speak in meetings. Work with them in small groups, so they are prepared and not intimidated.
- ✓ Use adult education methodology that is responsive to women with lower literacy levels, such as role-plays, games and showing photos to encourage women to participate.
- ✓ In order for women to gain confidence, conduct training on leadership and assertiveness.

7. Budget lines

- Cost of separate training sessions and capacity building for women
- Budget for baby sitters
- Budget for attendants of women who are PWDs.

XI. Getting Parliament on Board

1. Supplies and preparations

- Project concept note
- Monitoring Report
- Policy brief
- Projector
- Computer
- Stationery (markers, flipcharts, masking tape, A4 sheet)

2. What is it?

SEND engages Parliament in policy advocacy activities by involving elected representatives and Parliamentary Select Committees. The main objective of getting parliamentarians on board is to enhance their oversight responsibilities over the Executive. By sharing information and reports with parliamentarians, SEND strengthens their capacity to effectively perform their functions.When SEND presents its monitoring findings and recommendations to MPs, it expects that issues related to weak accountability, transparency, equity and participation in the implementation of pro-poor programs would be taken up in Parliament during discussions with ministries and departments.

3. Why is this important for PM&E?

Bringing parliamentarians on board is important for PM&E because they have the mandate to hold the functionaries of the executives accountable for pro-poor programs. When they are engaged in PM&E, they have the opportunity to hear directly from those who are affected by the policies. Citizens also feel more connected to the political process when they engage MPs and provide feedback to how accountable, transparent or equitable the executives are in the delivery of pro-poor programs and services.

4. When does it take place?

At inception meetings for new projects, SEND invites members of relevant committees of Parliament, so they have a better understanding of the project's objectives and expected outcomes. The participation of parliamentarians is meant to secure their buy-in and support. For instance, at the inception meeting of the IMPROVE Project in Tamale, a representative of the Committee on Health was present and promised to arrange for a meeting between SEND and the Committee.

Depending on their roles, selected parliamentarians are involved in the national launches of SEND's research reports. They are given the opportunity to comment on the findings and recommendations.

SEND has created a database of all MPs. They all receive copies of SEND's reports, other publications, such as the *Citizens' Watch* newspaper, and electronic messages through SMS alerts and the Interactive Voice Response systems.

Parliamentarians are targeted to participate in national-level dialogues. They use the opportunity to explain to the public how they are holding the Executive accountable for the use of public resources for development. They also receive citizens' feedback on how parliamentarians should exercise their oversight responsibilities over the Executive. For example, during PWD lobby week, SEND and PWD representatives met with members of the Parliamentary Committee on Employment, Social Welfare and State. They asked them to put pressure on the government to demonstrate its commitment to PWDs by developing and enforcing policies that guarantee them better opportunities in society.

5. Who participates?

- Individual MPs
- Ranking Members of Parliamentary Committees
- Clerks of Parliamentary Committees

6. How does it happen?

Parliamentarians participate in PM&E activities during events such as national policy dialogues, launches of research reports and project inception meetings. To secure the participation of parliamentarians, SEND contacts clerks of committees to identify appropriate dates to invite parliamentarians to meetings. By working with the clerks, SEND succeeds in having both the Chairmen and the Ranking Members of committees attend meetings and other national events. Since the Chairs and Ranking Members belong to different political parties, this strategy also helps secure a balanced representation of parliamentarians.

Official invitation letters are addressed to the Clerks with the names of the parliamentarians expected to attend the advocacy event and the roles they would play. The letter includes highlights of the planned event (whether inception meetings, national dialogue or other), venue, duration and timing. Enclosed in the letter is a copy of the relevant document, i.e. concept note or monitoring report. If confirmation of participation is not received, follow-up phone calls are made about a week after sending the invitation letters. As the day for the advocacy event gets closer, reminder calls are made to the Clerks. When the parliamentarians attend, they are given the opportunity to respond to the findings and recommendations of the research report, as well as other issues that emerge.

Immediately after the advocacy event, SEND sends a letter of appreciation to the parliamentarians, as well as to the Clerks who facilitated their participation.

7. Special tips and things to watch out for

- ✓ Plan well in advance if you want parliamentarians to participate in your activities. Check the parliamentary calendar to know when they are in session.
- ✓ Target Select Committees of parliament that are relevant to the project's advocacy issues. It may be difficult to target the whole House.
- ✓ Work with the clerks of committees to plan the event that you want parliamentarians to attend.
- ✓ Because it can be expensive, avoid engaging MPs when they are on recess. Most return to their homes all over the country and will require transportation, accommodation and allowances.
- ✓ Provide parliamentarians with enough background information on the project so that they are able to speak within the context of the project and the advocacy issue. Share the concept note, policy brief or monitoring report with them.

8. Budget lines

- Transportation allowance
- Accommodation
- Communication cost.

XII. Media Engagement

1. Supplies and preparations

- Stationery
- Addresses, phone numbers, e-mail addresses, locations of media houses
- Camera and recorder

2. What is it?

SEND's engagement with the media is key to moving through the stages of PM&E.

In order for the media to be able to responsibly and accurately report on SEND's advocacy activities, journalists need to be oriented and sensitized about the importance of each PM&E project. SEND partners work with the media to ensure that advocacy issues reach a wide audience, and continue to be a subject for public discussion. Through the media, the public is educated about the policy issue, PM&E findings and recommendations. Policy makers also become aware of the issues through the media, and the public's opinions surrounding them.

SEND takes a multi-media approach with two components:

- Working with existing media houses—newspaper, radio, television—both public and private. With some media houses, SEND has MOU or agreements. Overall, SEND has an organizational policy to guide its interaction with media houses and journalists.
- Producing its own media and using social media to relay its messages to the public and wider audiences around the world: *Citizen's Watch* print newsletter, SEND's e-newsletter, sendwestafrica.org, Facebook, Google +, YouTube, Twitter.

3. Special equipment or supplies needed; preparations or background work

Before all media engagements, SEND ensures that copies of the PM&E reports and press release are sent to media houses, so that journalists have the correct information.

Before an advocacy event, i.e. report launch, the press are invited to a pre-event exclusively for journalists, so that they can be briefed on the report and its significance.

One or two key staff or representatives are designated to take questions from the media to ensure consistency of responses. All other staff defer to those designated, usually the Country Director and the Director of Policy Advocacy Programme.

In order to prepare for panel discussions on radio or television, SEND works with a media expert to coach both staff and project principals on how to talk to reporters. During this session, it is decided what role each person will take, and who will cover specific issues.

4. Why is this important for PM&E?

Media engagement is important for PM&E because of its reach to the wider public, its role to educate, and its ability to inspire broader ownership of an issue and bring about change.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Education

Develop measures to improve education sector

• Send-Ghana calls on govt

Expenditure trends

Recommendation

Donor funding is going down hence the need for the government to explore other areas locally to mobilise resources to develop the sector.

5. When does it take place?

At Stage 1, Policy Literacy, journalists are educated on the issue, in order to educate the public and also accompany the PM&E process though its stages.
At Stage 3, Advocacy, journalists assist in disseminating research findings, recommendations and commitments. By doing so, they participate in the advocacy effort. They may target specific officials or agencies mentioned in the report.
At Stage 4, Responsiveness, journalists track responses to commitments and report on progress.

6. Where does it take place and who participates?

Media events take place at different levels, according to the PM&E activity:

- Project sites: community radio reporters attend
- District level: community radio stations
- Regional capital: radio, newspapers, television
- National: radio, newspapers, television – focus on heads of media houses, i.e. press conferences and soirees.

Apart from journalists, the main participants are SEND staff, DCMC members, projects principals and government officials.

7. How does it happen?

These are the responsibilities of the Communications Officer:
1) Call for a planning meeting with project staff to discuss a communications plan, which includes media houses to be invited and why.
2) Prepare and issue press release.
3) Send press releases with invitations to selected media houses.
4) Book airtime to discuss the event.
5) Appear on Breakfast Shows, both radio and television.
6) Hold advocacy event, i.e. launch of PM&E report

- Pre-event with media only
- Event with both media and stakeholders.

7) Select media houses for follow-ups and meet with them to determine what additional coverage would be effective after the event. Buy airtime to do in-depth discussions on the issues. Invite other appropriate stakeholders (government officials, project principals, representatives of affected groups) for more balanced discussions.
8) Track media coverage to ensure that the stories are published in ways that are consistent with SEND's thinking. Journalists can defeat the purpose of your efforts by:

- giving facts that are incorrect
- misquoting
- providing unclear explanations of the facts or the issues
- capitalizing on negative reactions from government officials.

If these things happen, do damage control by re-focusing on the advocacy issues.
9) Keep posting on social media to encourage a momentum of discussion on the issue.

8. Special tips and things to watch out for

- ✓ Keep an updated list of media houses, editors, and reporters.
- ✓ Maintain good relationships with journalists, and ensure that they know you by name and face.
- ✓ Ensure adequate budget for airtime, and to cover journalists' expenses (many are free-lancers or just get paid by the story).
- ✓ Use a multi-media approach: print, radio, television, and social media.
- ✓ The format and captioning of a press release should be attractive, so that it captures the attention of journalists, broadcasters and editors
- ✓ Package your messages – make them clear and precise.
- ✓ Send invitations to the media well ahead of time with information or press release.
- ✓ Attract journalists to your events by:
  - convincing them about the importance of the issues
  - establishing a track record of giving them a platform to ask questions
  - building relationships with individuals based on their special interests (some reporters just work on one theme, i.e. gender, health, education)
- ✓ Don't assume the media will attend—make follow-up calls to show them how important their presence is to you
- ✓ Hold an end-of-year press soiree to show appreciation for media support throughout the years. Invite only influential journalists with editorial responsibilities.
- ✓ Monitor social media to see how it is being patronized. If questions are asked on Facebook or Twitter, ensure that they are answered right away.
- ✓ Update web-site regularly to ensure that the information is fresh.

- ✓ Newsletter *(Citizen's Watch)* should come out regularly and each issue should have a specific theme. Include short articles written by the staff involved in the activity, photos and illustrations.

9. Budget lines

- Journalists' expenses
- Logistics for organizing press conferences and events
- Air time
- Publications

Box 8 Example of a Press Release

FOR IMMEDIATE RELEASE

CITIZENS VOICES MUST SHAPE 2016 BUDGET

The 2016 Budget Statement and Economic Policy – a public proclamation of the country's projected and actual expenditures – provides vital evidence of where the country would set her priorities in an election year – whether on the poor and marginalized people or not. The current budget processes reveal that citizens have limited understanding of what the State is committing itself to in its policy declarations and what it actually does in its budgetary allocations. The extremely complicated and technical nature of the budget-making process and documents does not easily allow citizens to participate, to have any say in it or to effectively monitor the process.

In response to the call by the Ministry of Finance for public input into the 2016 Budget Statement and Economic Policy, SEND GHANA calls on active citizens and progressive CSOs to submit inputs that succinctly captures the views, opinions and aspirations of marginal and vulnerable people and people living in hard to reach communities of Ghana.

Through ***Making the Budget Work for Ghana*** Project, SEND GHANA is working with citizens groups to collate views of citizens informed by evidence in poor communities in 30 districts in Greater Accra, Northern, Upper East and Upper West Region to influence the health and education budget of 2016.

The Country Director of SEND GHANA, Mr. George Osei-Bimpeh, argues that, in order to improve public expenditure especially at the local level, citizens' strong voice informed by evidence must be taken into consideration when planning the budget of Ghana. This, he believes will help strengthen social accountability mechanisms and create avenue for citizen feedback and public participation.

By doing this, "we believe that the delivery of basic services in Ghana especially in poor districts will greatly improve," Osei-Bimpeh stressed.

The Making the Budget Work for Ghana Project is funded by the World Bank through the GPSA Initiative. The project will also provide an online interactive platform where citizens can engage with government to provide feedback on budget provisions.

For further information, please contact: Country Director, SEND GHANA

SEND GHANA is a Civil Society Organization with the mission of working to promote good governance and equality of women and men in Ghana.

Visit our website www.sendwestafrica.org for more information on this project.

XIII. Radio Discussions

1. Supplies and preparations

- Computer
- Prepared radio discussion guide/synopsis
- CDs
- Recording system

2. What is it?

SEND relies on community radio to carry out policy literacy. The main objective of holding radio discussions is to reach out to as many citizens as possible. Once they are informed about government policies and programs affecting their day-to-day lives, they are able to mobilize around the issues and demand greater transparency and accountability from duty bearers.

3. Why is this important for PM&E?

Facilitating radio discussions is an essential part of SEND's PM&E work. Community radio is important because it provides a platform for educating people in languages that they understand. (In northern Ghana these languages include: Dagbani, Gurene, Dagaare, Waale, Buli, Gonja, and Kusaal.) This allows citizens to participate publicly on radio using their own languages.

Radio broadcasting is an effective strategy for widely disseminating policy information and PM&E research findings to citizens. Moreover, radio discussions create a platform for duty bearers to respond to right holders about a particular policy intervention or challenge in service delivery.

4. Where does it take place?

Radio discussions are held in radio stations at the regional level because they have a wide coverage and reach audiences in remote areas. Mostly, radio discussions are held at district level to appeal to local audiences. Sometimes, depending on the capacity of the radio station, discussions may also take place in communities.

5. Who Participates?

Radio discussions are held by a panel of discussants, usually consisting of duty bearers, ordinary citizens, DCMC members, and a staff member of SEND. Depending on the issue, duty bearers may include representatives from GHS, DAs or the NHIS. They sensitize citizens, including women, men, youth, PWDs, food-crop farmers, opinion leaders, and traditional authorities, on government programs and how to access them.

6. How does it happen?

Within the PM&E process, radio discussions are held during the policy literacy and advocacy stages.

Steps for holding radio discussions involve identifying the issue for discussion, identifying key stakeholders, developing a synopsis, and contracting radio stations for airtime.

1) **Identifying the issue(s) for discussion:** In holding radio discussions, it is essential to identify a key policy issue for discussion, e.g. National Health Insurance. The policy issues are usually related to SEND's current PM&E initiative. For example, under the IMPROVE Project, the issues identified were government policies and programs for supervised delivery, family planning services, emergency obstetrics and newborn childcare.

2) **Identifying key discussants:** Having identified the issues, the next step is finding the appropriate duty bearers who are responsible for the implementation and coordination of the policy, especially at district level. They have in-depth understanding of the government policy that the project seeks to monitor and evaluate. Letters are usually written to the proposed discussants inviting them to participate in the radio discussions. They are also informed that the discussions will aid their work because the public will be more aware of how to access their programs. After initial correspondence, SEND staff follow up and visit the offices of discussants to finalize agreements and inform them of the venue and time for the discussions. Once all contacts are successfully made, the next step is to develop a guide or synopsis for the radio discussion.

3) **Developing a discussion guide/synopsis:** The SEND staff responsible develops a synopsis to guide the radio discussion, comprising key points, a set of questions and potential responses. The synopsis aids in facilitating a purposeful discussion. After an initial draft, the synopsis is shared and discussed with discussants for their inputs. Once everyone has arrived at a common understanding of what is expected during the discussion, roles and topics are distributed among the discussants. At this point, they are ready for the on-air discussions.

4) **Identifying a radio station:** Working through four R-PM&E Networking Centers, SEND contracts 15 community and FM radio stations in each region to support PM&E activities. SEND contracts the radio stations through MOUs. In completing the MOU, meetings are held with the radio stations to discuss the expected roles, financial obligations and duration of agreement. Once the terms are accepted, the MOU is signed by management of SEND and the radio station. As part of the agreement, quarterly financial support is allocated to the radio stations to cover PM&E activities.

7. Special tips and things to watch out for

- ✓ Involve duty bearers in radio discussions so that citizens hear about government policies and programs from officials.
- ✓ Focus on the main purpose or issue for discussion, and ensure that all discussants keep on topic.

8. Budget lines

- Quarterly support to radio stations as stipulated by the MOU
- Cost of airtime in case the radio station has no contract with SEND
- Technicians costs, CDs and recordings
- Honoraria for discussants and hosts
- Fuel for vehicles and support for mobilization.

Box 9 Profile of Bishara Radio

SEND has built a strong partnership with Bishara Radio (97.7 MHz), an FM station based in Tamale in the Northern region. Bishara Radio started as a community radio station in 2010, covering a radius of 65 kms. The mission of the station is to build bridges for ethnic co-existence and to facilitate holistic social development of communities through broadcasting. It reaches out to audiences who do not speak English by featuring programs in local languages, Dagbani and Gonja, thus enhancing a sense of connectedness with listeners in its broadcast area. Bishara Radio hosts a discussion forums on issues of local, national and international importance. The radio station currently reaches a target audience estimated at 100,000 people. Its mission makes Bishara FM one of the preferred partners for PM&E activities in Ghana's Northern Region. They have a MOU which clearly outlines the respective roles of each partner, as highlighted below.

Terms of the MOU between SEND and Bishara Radio

ROLE OF ORGANIZATIONS	
SEND	**RADIO STATION (Bishara Radio)**
• Provide monitoring information on the implementation of government pro-poor programs to serve as the basis for radio discussions. • Provide an amount of GHS200.00 per quarter to defray part of operational costs.	• Provide 1 hour of airtime for SEND and its partners to: o Sensitize and educate community members on government pro-poor policy interventions o Discuss findings and recommendations emanating from its PM&E activities. • Facilitate and moderate all policy education programs in accordance with the editorial policy of the station.

XIV. Quarterly PM&E Network Review Meetings

UPPER WEST PARTICIPATORY MONITORING AND EVALUATION CENTER			
Fourth quarter work plan, 2014			
S/N	ACTIVITY	PERIOD	RESPONSIBILTY
1	DACF data collection	September, 2014	DCMCs
2	Community level sensitization on IMPROVE	October, 2014	DCMCs/GHS
3	NHIS data collection	October, 2014	DCMCs
4	GPEG Sensitization	October/November 2014	DCMCs
5	Follow ups and general monitoring	September-December	FNGOs/DCMCs/SEND

1. Supplies and preparations

- Stationery (markers, flipcharts, masking tape, A4 sheets)
- Laptop and projector for FNGO's presentation
- Camera for pictures

To ensure full attendance and participation, the following preparations need to be made:

- Call all FNGOs to discuss the meeting. Agree on date, time and venue
- Send FNGOs invitation letters
- Arrange for accommodation for those who will be sleeping overnight
- Prepare monitoring report format for FNGOs.

2. What is it?

Quarterly Review Meetings bring representatives of all project stakeholders together to share information on their monitoring activities and draw lessons from each other's experiences. Stakeholders include: FNGOs, DCMCs, Regional Economic Planning and Coordination Unit, women groups, PWD associations and others. The purpose is to create an opportunity for broad-based citizen engagement and advocacy. Activities from the previous quarter are reviewed as stakeholders interact and give feedback on project implementation. They are also engaged in participatory decision-making and planning for the next quarter.

3. Why is this important for PM&E?

The opportunity of a Quarterly Review meeting has been used to hold regional dialogue sessions and for planning collective advocacy actions. During quarterly reviews, duty bearers identify strategies to address program gaps, thereby allowing SEND to achieve some of its advocacy outcomes. As a conduit for learning, sharing and planning, quarterly reviews are the basis for regional accountability forums which sustain citizen engagement for good governance.

4. When does it take place?

The quarterly review meeting normally takes place at the end of every quarter, after planned activities for that time period have been carried out.

5. Where does it take place and who participates?

Meetings are organized at the regional level, either in SEND's office or at a convenient venue. It involves all the FNGOs and DCMCs from the districts in the region. Meetings are usually attended by a Focal Person and a DCMC member, one of whom should be a woman. In addition, key stakeholders at regional level are included, such as the RCC, PWD and women's groups. The R-PM&E Network Chairperson is not an employee of SEND, but elected from the network for a one-year term. S/He presides over all meetings. SEND's Program Officer, who is the administrative head of the R-PM&E Network, serves as secretary. SEND's position in the network makes room for network members to take the lead, and promotes downward accountability.

6. How does it happen?

1) The minutes of the last review meeting are read and the necessary corrections are made. Once agreed upon, the minutes are signed and kept at the R-PM&E Network Centre.
2) Each Focal Person makes a PowerPoint presentation of its monitoring report, covering all activities carried out by the DCMCs in each district.
3) The format of the monitoring report includes
    a. name of district
    b. name of FNGO
    c. activities undertaken
    d. the months in which the activities were conducted
    e. achievements/results
    f. challenges, lessons learned, conclusions, and recommendations.

After the presentation by the FNGOs, the reports are subjected to peer view and discussions.

4) The next step is the planning session where activities for the next quarter are discussed and planned
5) Common advocacy issues for regional dialogue meetings are discussed.
6) The meeting is brought to an end with remarks by the SEND Program Officer.

7. Special tips and things to look out for

- ✓ The meeting should be planned with all the FNGOs
- ✓ If possible the date for the next meeting should be agreed on during the meeting
- ✓ Send invitation letters together with the work plan and the minutes
- ✓ As much as possible, avoid having meetings on Mondays and Fridays
- ✓ Conduct monitoring visits to the FNGOs/DCMCs before the quarterly review meetings
- ✓ Before quarterly review meetings, remind FNGOs to follow-up on commitments which have not yet been fulfilled

8. Budget

- Accommodation for participants
- Transportation
- Snacks and lunches
- Conference hall
- Stationery
- Communication

XV. Follow-ups

1. Supplies and preparations

- List of commitments
- Field notebook for taking notes
- Camera

2. What is it?

The main purpose of follow up is to keep track of the commitments or resolutions agreed upon during the advocacy stage of PM&E. Duty bearers make various commitments during engagement sessions. Follow up ensures that commitments are translated into concrete actions and outcomes. It involves visits or telephone calls to ensure that duty bearers deliver on their pledges.

3. Why is this important for PM&E?

Follow up is an important part of PM&E because it is at the point of responsiveness that most advocacy outcomes are achieved. Follow-ups are usually done to ensure responsiveness of duty bearers.

4. When does it take place?

In districts, follow-ups usually take place after dialogue meetings have been organized, commitments or pledges are made, and monitoring visits have been undertaken. At regional and national levels, they are scheduled after dialogue meetings.

5. Where does it take place?

Follow up occurs at the offices of duty bearers at district, regional and national levels. At the national level, follow up also occurs at Ministries and Parliament.

6. Who participates?

- At district level, FNGOs/DCMCs and SEND field officers follow up with duty bearers at DA and government departments.
- At regional level, the R-PM&E Network and SEND Program Officers follow ups with the RCC.
- At national level, the G-PM&E Network and SEND's Country Director follow up with Ministries and Parliament.

7. How does it happen?

1) Follow-ups start with a review of work plans or a list of the commitments developed during dialogue meetings. The work plan is a matrix showing commitments that were made by public officials responsible for the implementation of the various policies and programs.
2) The work plans are reviewed to identify which commitments need to be followed up at particular times. Once those commitments are determined, a planning meeting is organized among DCMC members. The person or organization responsible for the commitment is

notified about the follow-up. This notice can be in the form of a letter or telephone call.

3) A day for follow-up is fixed, based on the availability of duty bearers. First, DCMC members visit the office of the responsible person, organization or department. For example, if the commitments came from DA, the DCMC first visits the assembly to find out what action has been taken.

4) After the office visit, a field visit takes place to verify whether or not the commitment has been fulfilled. Feedback is given to the responsible organization and the story published in SEND's PM&E publication, *Citizens' Watch*.

5) The process is similar at regional and national levels.

6) Media partners are encouraged to independently investigate and report on whether commitment are delivered.

Box 10 Example of Work Plans for Dialogue Meeting on CHPS in Upper West

Commitments	Responsibility	Time Period
Sissala West District		
1. The Sissala West DCE committed to constructing two CHPS compounds in 2014 and 9 by the end of 2015	DCE	Dec. 2014
2. GHS pledged to increase sensitization through radio discussions	CHPS Coordinator	Oct. 2014
3. GHS agreed to locate health professionals, who were sponsored by their District Assembly, to ensure they return to serve their district.	CHPS Coordinator	Dec. 2014
4. District Assembly will involve GHS in sponsoring health professionals in the district	DCE	Dec. 2014
Lawra District		
5. DCD promised to renovate Tanchara and Billow CHPS compounds when funds are available	DCD Lawra District Assembly	Dec. 2014
6. District Director (GHS) pledged to conduct in-service training for all CHOs	District Director GHS	Dec. 2014
Jirapa District		
7. Assembly committed to construct 4 more CHPS compounds by 2015	DCD and Planning Officer	Dec. 2014
8. DCD pledged to involve GHS in sponsoring health professionals who wish to serve in their district after completing their course	DCD	Dec. 2014
9. Chief of Gbare promised to reconstitute the Community Health Committee	Gbare Chief	Nov. 2014
10. GHS promised to ensure that budgeting is done at the various CHPS compounds	GHS	2015

8. Special tips and things to look out for

- Before the visit, always give sufficient notice to the department or MMDAs responsible for the commitment.
- Have discussions with the departmental head of the MMDAs before the field visit.
- Give feedback and also express appreciation to the head of the department or the MMDA.
- Publish commitments fulfilled by departments or MMDAs in newsletters or during radio discussions.

9. Budget Lines

- Fuel
- Per diem
- Honorarium.

XVI. Downward Accountability Mechanism

1. Special equipment or supplies needed; preparations or background work; personnel

- Notice board
- Stationery (markers, flipcharts, masking tape, A4 sheets)
- Projector
- Computer
- Prepare PowerPoint presentation on the policy issue.

2. What is it?

For SEND, downward accountability means that SEND is accountable to those participating in its PM&E projects – "project principals." Project principals are empowered to hold SEND accountable for its performance in order to maximize the impact of project implementation. SEND gives project principals project documents, including the proposal and financial information. This way, they understand the project, their role in the implementation of activities, and how finances will be used. Downward accountability also involves establishing grievance procedures for project principals and program management teams, in case there are complaints and queries. See Appendix 4 for SEND's Downward Accountability Manual.

3. Why is this important for PM&E?

Downward accountability is an essential element in the stages of PM&E. The approach obligates SEND to render account of its stewardship to project principals and their constituents. It allows project principals and other stakeholders to audit project activities and submit queries to SEND for responses. It enhances SEND's credibility and makes principals feel as though they have a stake in projects. This ultimately enhances stakeholders' ownership of programs and promotes the sustainability of project achievements.

4. Where does it take place?

Downward accountability activities take place at PM&E networking centers, communities (durbars) and project inception workshops. Information for downward accountability is provided on SEND's notice boards and in the *Citizens' Watch* newsletter.

5. Who Participates

Project principals are:
- District Assembly Persons
- Persons with Disabilities
- Opinion leaders
- Traditional Authorities
- Religious leaders
- Women and women's groups
- Youth and youth associations
- Food crop farmers and farmers' groups

- Communities
- Media houses.

6. How does it happen?

Downward accountability is carried out through the life of the project, and documented on community notice boards and *Citizens' Watch* newsletters.

Project Planning
During this phase, project principals are consulted to make inputs into the proposed project. This first group is SEND's project partners, FNGOs and DCMCs. The next group of principals consulted are community stakeholders. DCMCs usually lead project mobilization at community level. DCMCs also work with SEND's program teams to contact key targets and schedule meetings for consultations with them. They include traditional authorities, and leaders of groups and associations. At the consultative meetings, SEND seeks the input of community representatives and incorporates their views into project plans.

Project Implementation
a. Project Partners and Inception Meetings
Project inception meetings are held prior to the implementation of new projects. They involve key project partners and principals in discussions about the new project, with the ultimate aim of inspiriting ownership and mobilizing them for effective implementation of activities. This is where SEND first shares project information and budgets.

During the IMPROVE project's inception meeting, project partners and principals included DCMCs, PM&E network chairpersons and traditional authorities. A presentation about the new project was given, highlighting:
- implementation partners
- objectives
- strategies
- activities
- targets
- total budget
- outputs/outcomes.

Afterwards, participants asked questions to increase their understanding of the IMPROVE project and made recommendations for implementation.

b. **Policy Literacy Stage**
During policy literacy, SEND's program officers give an overview of the project, introducing the project objectives, strategies, expected results and total budget. Afterwards, there is a question and answer session to allow DCMCs and project principals to seek clarifications and make suggestions. After an introduction to the project for downward accountability, the policy literacy session follows.

c. **Research Stage**
During the research stage of the PM&E framework, validation meetings are held to present preliminary findings to project principals. This gives partners the opportunity to input into the final report. In some cases, DCMCs and duty bearers identify data gaps or inaccuracies and make corrections based on accurate data.

d. **Downward accountability notice boards**

Downward accountability notice boards have been constructed at the four PM&E Networking Centers. Notice boards are where citizens can read project information and activity budgets. They inform citizens about how much has been spent in carrying out project activities, including fuel, venue, T&T, snacks, accommodation and feeding. Based on this posted information, citizens who have queries on the expenditures made by the PM&E Networking Centers can submit complaints to any SEND staff. The Country Director and Learning, Monitoring and Evaluation Officer track whether the notice boards at the PM&E networking centers at accurate and up-to-date. Project principals also have the right to report on the behavior of staff to the Country Director.

e. ***Citizens' Watch Newsletter***

The *Citizens' Watch* Newsletter is another channel that reaches out to project principals with project information. Information for *Citizens' Watch* is compiled by staff from the PM&E Networking Centers. It includes the projected budget and actual expenditures on all activities carried out within the reporting quarter. It is submitted to SEND's Communication Officer for publication in a column in the newsletter specifically reserved for downward accountability reporting. Based on the information published in the newsletter, project partners and principals examine the related expenditures and send their questions or queries to PM&E Networking Centers for answers. In the event that answers from the centres are unsatisfactory, partners and principals are free to contact the Country Director directly for responses.

7. Special tips and things to watch out for

- ✓ Downward accountability is driven by the need to be transparent. Organizations that want others to be open and transparent should be an example by "walking the talk."
- ✓ Know your target groups and use appropriate communication channels to provide information to them about the project.
- ✓ Citizen group representatives should report project information back to their constituencies, who should provide feedback to SEND or its partner FNGO and DCMC. Feedback is essential to the downward accountability process.
- ✓ Provide quick responses to concerns or queries raised on project information or expenditures by partners, principals or stakeholders.

8. Budget Lines

- Construction of notice boards
- Workshops and forums (venue, snacks, feeding, T&T)
- Radio sensitizations (cost of airtime, CDs)
- Audited Accounts (consultancy fees)
- Publication of Citizens' Watch.

CASE STUDY 1: The Experience of Ashaiman DCMC, 2009-2014

What this case study illustrates:

1) How DCMC and concerned citizens can address policy issues using PM&E
2) How DCMC can function as a watch dog committee for any issue in the municipality and successfully address it

The Players:

FNGO: Founded in 2005, Rural-Urban Women and Children Development Agency (RUWACDA) is a national NGO that aims at promoting poverty reduction through building capacity for participatory governance and sustainable livelihoods. RUWACDA has been a focal NGO in partnership with SEND since 2009.

Leader: Abdulai Braimah Bukari became a professional teacher in 2000. After working for 4 years, he went to the University of Cape Coast. During his time at university, in 2005, he co-founded RUWACDA and became its Executive Director. Because of his work with RUWACDA and with SEND, he was able to serve many people in his community. In 2004, his constituents voted him in as an Assembly Person.

DCMC, Ashaiman Municipal Assembly: This 11-member committee characterizes itself as committed, passionate, and able to track issues until a satisfactory conclusion is reached. There are a number of noteworthy and influential members on the committee. Apart from civil society representatives, there are representatives from the municipal budget and planning offices. Some of the civil society representatives, like Braimah, wear two hats, because they have also been elected as Assembly Persons. Civil society members represent a number of constituencies: women, women with HIV, persons with disabilities, youth, farmers, traditional authorities and religious groups.

Ernestina has been on the DCMC since 2009. She represents Ashaiman Women in Progressive Development. Her experience as a social worker has helped her advocate to authorities on behalf of women. In Ashaiman, major issues for women are markets, taxation and security.
Solomon has been on the DCMC since 2010. He advocates for people with HIV and AIDS. His experience with DCMC has given him an "upgrade": more confidence and boldness to talk to authorities.

Khadija is a civil servant, working for the Municipal Assembly as Assistant Planning Officer. She says that being on the DCMC is a great opportunity to understand the views of the people, and also to share information about what the Assembly is doing. During monitoring visits with DCMC, she receives useful recommendations from community members, which she then passes on to the Assembly. She says that some of SEND's reports have helped the Assembly to move forward on implementing policies. As a planner, she works on both the supply (government) and demand (civil society) sides, and as such is able to do her job in a more informed way.

DCMC members meet twice a month, but sometimes meet frequently when their work is more demanding. They find that being part of the DCMC is valuable because they have a platform for accessing information, especially about government policies and programs. Because they have new and improved skills, they are more confident at their jobs. Finally, they have been exposed and are sensitive to issues of inclusion – they are committed to working for equity for the poor and marginalized.

Since 2009, the DCMC has been advocating with SEND using the PM&E framework to monitor the following government policies and programs:

- National Health Insurance Scheme
- District Assembly Common Fund
- District Assembly Medium-Term Development Plan
- Smallholder Agriculture Development
- Community Health Planning and Services
- Smallholder Agricultural Budgeting
- Capitation Grant.

PM&E Stages:

1. Getting Organized

What happens?

When they start a new PM&E project, DCMC members call a meeting. They sit as a team to brain storm ideas of how to start. Sometimes they need to involve or consult people in the community before they come out with concrete decisions about how to begin. They also put media arrangements in place.

Challenges

- Difficulties in getting all DCMC members to attend the planning meeting
- Delays in meetings, due to the busy schedule of members.
- Inadequate funding support, which hinders DCMC from meeting as frequently to plan and to feed back on activities undertaken.

Tips for Success

- DCMCs should keep their priorities straight: focus on development issues, not money matters.
- Be prepared for the long-haul: PM&E projects take 2-3 years to see to completion. Preparation alone can take a year.
- Use appropriate communication tools.
- Be accountable and transparent yourself, if you want others to do the same.
- Be selfless and committed to serve your community. Be ready to open up your heart.
- Be a good networker. Keep up with all your contacts – you never know when you might need them.
- Even when there is no special activity, the DCMC should continue to meet regularly.
- DCMC leaders should send frequent messages to members so that everyone is updated.

2. Policy Literacy

What happens?

DCMC contacts the district assembly or community concerning an appropriate date and time for the education session, workshop or community durbar. In order to reach more people in Ashaiman and beyond, the sensitization is also held on community radio using Twi and pidgin English, the languages that the people will understand. On radio, the representative from the FNGO and the government institution are the resource persons.

Challenges

- Continuous re-scheduling of the sensitization session due to the tight schedule of the resource person.
- Ensuring more women participate in the sensitization, especially during the district workshop.

Tips for Success

- Have district officials serve as resource persons.
- Identify the appropriate target groups and stakeholders with whom to share information.
- To make sure that everyone comes to the meeting, check the date, time, venue, and follow up on invitations with phone calls.
- Depending on the resources, policy literacy may be done in one session or over several sessions.

3. Research

What happens?

After doing several PM&E projects, it is easier to get information from officials because they know what the DCMC is looking for. Over time, they are more willing to share financial and budgetary information, departmental records, their roles, responsibilities and challenges. Before the data is sent away for processing, the DCMC reviews it and gains some overall impressions about the situation in the district. They need to do this in order to validate the analysis.

Challenges

- Difficulty in accessing information. Sometimes, the DCMC does not get the right information or all the information they need. It might take 3-4 weeks of trying before they get relevant data.
- In order to get useful responses, they need to build relationships and trust with respondents.
- Most DCMC members have tight schedules causing delays in the collection of data.

Tips for Success

- Initially, when approaching an institution or agency for information, the DCMC is usually required to write officially.
- In order to ensure that information is freely shared, there needs to be rapport between the DCMC members and the individuals or institutions involved.
- Information can be collected through a self-administered questionnaire, but sometimes it is more efficient to administer the questionnaire through one-on-one interaction. Sometimes the DCMC sends a questionnaire to one individual up to four times with no answer.

4. Advocacy

What happens?

The policy advocacy dialogue or interface meeting involves presenting the findings of the research to stakeholders. In Ashaiman, sometimes up to 45 representatives of different groups are invited. During interface meetings, commitments are made. It is important to hold officials to their word. The reports have helped the Assembly to be more accountable for implementing government policies.

Challenges

- All the DCMCs' data has been analyzed together, forming a collective case study. Only examples from individual DCMCs are highlighted.
- Some duty bearers have not had the experience of being held accountable for their mandates by civil society organizations. They can be resistant when challenged.
- Some DCMC members are not confident to communicate and advocate effectively.

Tips for Success

- Make a PowerPoint presentation of the findings, rather than reading from a book or paper.
- Select someone who is good at making presentations to speak to the PowerPoint.
- Share responsibilities among the DCMC, so that one person doesn't have to do everything. Promote the report and its issues. The reports contain useful information that can be used and debated on by the Assembly. They help move the Assembly forward with decisions and actions.
- Make sure that commitments are written down

5. Responsiveness

What happens?

There is usually one formal follow-up meeting. However, follow up does not necessarily happen in an interface meeting like the policy dialogue. Most follow up happens through networking as individual DCMC members, with the understanding that if there is a need to work as a group, a larger meeting can be organized. There may be many informal follow-up meetings before promises are fulfilled.

Challenges

- Some officials forget the promises that they made at the interface meeting.
- Non-responsiveness on the part of some officials occur because they have not been delegated powers to respond.

Tips for Success

- When following up with individuals, make sure to book an appointment at a convenient time so that the person can prepare.
- Show gratitude for efforts made by authorities. Send a thank-you letter, e-mail or make a phone call.
- Keep attention on the issues by distributing the report, making follow-up visits, and broadcasting messages on the radio.

Achievements

1) RUWACDA's most protracted and successful PM&E initiative was prevention of encroachment of agricultural land. This initiative was a spin-off from the agriculture budget tracking activity. During the research stage when farmers were asked about issues that impeded their productivity, they said that the land allocated for growing vegetables was encroached upon by construction companies. The IDA had developed the land so that farmers could grow food for local consumption. However, other influential people sent land guards to bully farmers and scare them away.

For several years, it seemed that no one would listen to the farmers – even government officials did not seem to want to pay attention to them. Finally, they were able to find a copy of land documents that belonged to the IDA – they now had solid proof that the land was meant to be used for agriculture. The IDA backed up their claim with a letter. The farmers' groups contributed funds to hire a vehicle which they took, along with their documentation, to lobby the MoFA. With constant support from the DCMC, they finally secured commitment from top government officials in the Municipality, especially the MCE. Encroachment of farm land at the Roman Down Farms is now under control, and farmers can sell vegetables and fruits to the people of Ashaiman.

2) The Disability Fund Management Committee has been set up to administrate the 2% contribution from the DACF for PWD. The categories of PWD associations in Ashaiman include: blind, hearing impaired and physically challenged. Five years ago, individuals were able to access funds for their activities, i.e. furthering their education, starting a business, etc. Now, in order to access funds, applications are made by groups on behalf of individuals.

The government sends the 2% contribution directly into the bank account of the committee. This is a great achievement for the DCMC. However, there are still a number of problems associated with this fund. It is difficult for the committee to get information about when the funds will arrive. Furthermore, funds are divided among the applicants, so that they usually do not get enough money to follow through with their plans. For example, GHS 84,000 was allocated in 2014, but by the end of the year, only one quarter's allocation had been deposited in the account.

3) Although there are 42 CHPS zones in the district, no compound was constructed because land was not allocated to them. However, on July 14th, the Municipal Assembly broke sod for the construction of a CHPS compound in the area of Lebanon Tsuibleo and its peripheral communities.

4) Through DCMC monitoring of school facilities, the committee was able to address the concerns of one school that complained about its environment – noise and a bad odor --which affected teaching and learning. Through concentrated advocacy efforts, which included radio programming, the DCMC was successful in relocating all the businesses on that line, so that the school could be a healthy and safe place for children's education.

5) The Assembly has adopted notice boards to be accountable to the people. People are interested in how much revenue is being generated in their own communities and what the Assembly is doing with the funds.

CASE STUDY 2: District Dialogue Meeting

What this case study illustrates:
- How participation in PM&E activities transforms ordinary citizens into champions of the poor
- Impact of social accountability initiatives

Profile of actors in the East Gonja DCMC

The Focal NGO: East Gonja District Citizen Association

The East Gonja DCMC was established in 2003, making it one of the oldest of the 50 DCMCs. The initial FNGO was Ibis Ghana until 2008, when the EGOCSA took over. EGOCSA is a network of community-based development organizations operating in the East Gonja and Kpandai districts. Its main mandate is to ensure transparency and accountability among duty bearers and service providers through enhanced citizens' participation in decision making processes. To this end, EGOCSA engages the DA and its decentralized departments to enhance social accountability in the implementation of pro-poor programs and policies of the Government of Ghana.

Focal Person: Abdul-Aziz Said Jawula:
"I joined the DCMC in 2005 just after completing Senior Secondary School. Activities in the DCMC prompted me to pursue a degree program in Community Development at the UDS. I emerged victorious during the 2010 DA elections because of the exposure I had to the activities of the DCMC. Because of my DCMC role, I was made a member of various committees in the DA. Justice and Security sub-committee, Customary Land secretariat and Yagbon Foundation. Today, I am proud to be the founder and Executive Director of CARD Ghana, an NGO located in Kpandai District and with the intention of expanding to other poor districts in Northern Region. Indeed, this has made more young people to see me as a role model and I am very much proud of this fact."

Impact of the DCMC on the members
In East Gonja district, participation in PM&E activities has transformed the status of each member of the DCMC. As highlighted in DCMC members' testimonies, activities have enabled them to become skilled and confident crusaders for the wellbeing of disadvantaged groups in the district.
Rukaya: "I have been with the DCMC for almost a decade. Through my participation in the various sensitization activities, for example on the NHIS and GSFP, I became aware of my rights as a woman. This awareness has transformed me into a community activist for the rights of women and children. I have used DCMC to expose violation of rights of children such as early marriage and to encourage parents to send their girls to school."

Seidu: "My membership in DCMC has made me a community educator. It has helped me to build relationships with people and understand how to approach the DA. The skills training, including communication and advocacy, has deepened my passion for educating citizens on their rights and opportunities, and the government policies created to realize them. Based on my DCMC activities, I was appointed as member of the Ghana AIDs Commission (district level) and I am using the skills acquired to educate citizens on how to prevent and manage HIV and AIDS."

These individual achievements enabled the DCMC to increase access to the Ghana School Feeding Programs, National Health Insurance and DACF.

Holding Policy Engagement at the District level through District Policy Dialogues
In 2014, the East Gonja DCMC carried out a policy dialogue on CHPS with the DA in Salaga. The policy dialogue was held to discuss the findings of the PM&E research and to elicit commitments from the EGDA and DHMT.

Participants
The district policy dialogue is a multi-stakeholder meeting involving a cross-section of participants. The participation of government representatives allows duty bearers to know the key issues coming out of the PM&E report, and more importantly to indicate the actions they will take to implement the recommendations.
Overall, 32 participants comprising 12 women and 20 men attended the policy dialogue. Duty bearers that attended the dialogue and participated in the deliberations included:

- District Director of Health Service
- District Coordinating Director
- District Planning Officer
- Heads of the Department of Gender and Social Protection and Community Development National Commission of Civic Education
- Community Health Officers
- Community Health Volunteers

How the dialogue was organized
Planning for the district dialogue involved identifying participants to attend the meeting. Invitation letters were drafted by DCMC and sent out. The focal person conducted follow-up visits to encourage participation, provide additional details and answer questions. The FNGO continued to make follow-up phone calls to remind participants to attend the policy dialogue. This practice contributed to high participation at policy dialogue meetings.

Also, during the preparatory process, SEND's program and field officers held a planning meeting with the DCMC to discuss the PM&E findings in the report, identifying district-specific issues. These were developed into a PowerPoint presentation. To enhance the quality of delivery, there was a "dress rehearsal" of the presentation made by the focal person, who was selected to take the lead. This was followed by the sharing of meeting roles and responsibilities:

- SEND's Program Officer was selected as facilitator of the meeting
- DCMC members were selected to contribute to the presentation by citing examples of the problems in CHPS compounds.

Assigning roles and responsibilities contributed to promoting the collective ownership of PM&E findings and recommendations.

The District Dialogue Meeting

Opening the district policy dialogue process, the Coordinating Director delivered the welcome address on the behalf of the DCE. This was followed by the Field Officer's overview of the PM&E tools used in carrying out the research.

After the overview, the DCMC focal person took the stage to present findings of the CHPS survey, highlighting the methodology, key findings and policy recommendations. Highlights of the findings were:

- construct more CHPS compounds in the district
- provide more funds for CHPS activities
- train all CHOs who are not midwives and do not have midwifery skills
- support Community Health Volunteers with bicycles, supplies, equipment and allowances
- involve community health officers in participatory budgeting.

Poor quality of service delivery and community participation was also reported and discussed.

During the deliberations, DCMC members raised concerns about some CHPS compounds. The Keyereso CHPS compound was leaking, had no electricity, and lacked key staff to manage the facility. This resulted in poor delivery of health care to the communities in the catchment area. Moreover, the Kpanshegu, Fuu and Nyinchela CHPS compounds were constructed but not in use—there was no nurse, furnishings or logistics supplied to these zones. These problems are a major source of concern to those communities because they need to travel long distances (average of 50 kms) to access health care services.

Contributing to the discussions, the District Director of Health Services raised concerns about the need for a CHPS compound in Bunkpa, another deprived area of the EGDA. Narrating the difficulties pregnant women face on a daily basis in the area, the director narrated how one pregnant woman from Bunkpa lost her life in 2013 because she developed complications. While being rushed to the nearby CHPS Compound at Kpanbu, she could not cross the river due to the absence of a bridge and boat services at the time, resulting in her death. The situation highlighted how pregnant women died needlessly during child-birth. According to the director, *"the lesson of the Bunkpa experience prompted community members in Kpanbu CHPS Zone to purchase a motor king "ambulance" for the area … we hope the DCMC will motivate other communities to replicate the good example."*

Continuing the dialogue, duty bearers in the district, such as the DDHS, CHOs, assembly persons, and key staff of the East Gonja District Assembly provided some responses to the findings and recommendations. They also used the platform to inform citizens about actions being taken to address the issues raised by the report.

The Director of the GHS also took time to respond to some of the PM&E findings raised. Regarding the issue of non-functional CHPS compounds, the District Director observed that the GHS is responsible for posting nurses to the CHPS compounds, monitoring performance of staff and funding their work. The DA would take practical actions to complete the CHPS compounds in Fuu and Nyinchela, and hand them over to the GHS. This partly explained why the CHPS compounds were completed but not functional.

The District Planning Officer DPO noted that the DA had budgeted funds from the DDF to support the completion of CHPS compounds: *"[as an example] we have provided staff accommodation for the midwife at Kayeleso following her excellent services to the community."* Furthermore, the DHMT and DA had demarcated new CHPS zones as part of efforts to decentralize healthcare services. The DA has therefore planned to invest more funds from the President's Initiative and use a percentage of the salaries of the executive to build more CHPS Compounds. He acknowledged that maternal health is a priority for the district and the DCE is committed to building the infrastructure. The DPO, however, noted that one major challenge facing the district was the shortage of health personnel, and this situation is made more challenging by the difficulties in retaining the few available staff. In response, the director of GHS indicated that the DHMT had approached the Kpembe Nursing and Midwifery Training College to post graduates to the district and make it a model for maternal health.

Touching other issues, the Kpembe Area Council secretary bemoaned the absence of basic drugs such as paracetamol at the Kayeleso CHPS compound. In addition, community health officers reported that they were not properly consulted on the preparation of budgets covering activities of the CHPS compounds. This situation does not allow for participatory budgeting and creates shortages of supplies affecting delivery of health services. The GHS Director accepted that the problem existed and added that the DHMT is putting measures in place to make each compound a budget management center by the end of December 2014. Community health volunteers reported that they lacked Wellington boots and bicycles to effectively carry out their jobs. These issues were also drawn to the attention of the GHS director. He promised to visit the Kayeleso CHPS compound to assess the situation and resolve the challenges identified by contacting the Regional Health Directorate.

Commitments made by key stakeholders

Key stakeholders made commitments towards addressing issues raised during the dialogue. These commitments were eventually put together in a work plan and timelines assigned for effective follow-up by the DCMC. The table below shows the work plan resulting from the dialogue.

Box 11 Work Plan from District Dialogue

Commitments/Action/Issues	Timeframe	Responsibility
Use religious outlets to educate citizens on the CHPS concept and community participation	March-	Religious authorities DCMC/DHMT Assembly persons
Write a proposal to take advantage of funding for provision of CHPS compounds by government	Mar-Jun	DA/DHMT
Put up a CHPS compound at Bunkpa, Nyinchila and Fuu	Feb-Dec	DA/DHMT
Post health staff to the new CHPS compounds in Nyinchila and Fuu	Feb-Dec	GHS
Allocate motorbikes to staff community health nurses	Dec	DA/DHMT
DCMC to follow-up with community leaders	Quarterly	DCMC

Challenges to District Dialogue Meetings

- EGDA is vast and beneficiaries of programs who are key stakeholders are located in far-off communities that are difficult to reach.
- Duty bearers are difficult to reach -- especially after the dialogue -- and getting them to respond to issues takes time.

Tips for success

- Key findings should be clear and unambiguous. They should be written in simple language.
- Holding preparatory meetings with DCMC helps to create a common understanding of the objectives of the dialogue and the roles assigned to members.
- Time for the policy dialogue should be short, preferably three hours.

- Ensure that participants have knowledge on the issues to be discussed.
- Ensure that duty bearers who attend the meeting have the authority to make commitments.

CASE STUDY 3: Achieving Results through Follow-up – DACF

What this case study illustrates:

- How commitments are secured at District Policy Dialogues
- How follow-up on commitments and monitoring is done
- How results are achieved through consistent follow-up and monitoring.

How it happened?

A policy dialogue meeting in August, 2013 at the Jubilee ICT Centre, Bolgatanga was held to present the findings and recommendations of the research report *"Managing Public Finance for Effective Local Development."* At the meeting, commitments were made by duty bearers to resolve some of the issues raised.

A work plan was put together immediately after the district dialogue session. The plan outlined the role of each DCMC member and the logistical support needed from the FNGO, PRIDE, to follow up on the commitments made. MCE and MCD were important for the process because they are in charge of policy formulation and implementation of major decisions made at the Assembly. The FNGO with DCMC members booked appointments with the MCE and MCD to revisit all commitments made by the Assembly during the dialogue. Depending on their level of familiarity, DCMC members contacted them through letters or phone calls. Radio stations were also contacted.

Box 12 Commitments Agreed at the District Dialogue Session

	Issues	Commitment	Responsibility	2013
1.	Poor information flow to the public on Assembly's expenditure	• DA committed to display information on the Assembly's notice board	DCMC members	August-September
2.	Lack of transparency and accountability	• Radio station committed to educate the general public on the DACF and also provide the information on funds allocated. • DA committed to involve citizens and all stakeholders in their planning	DCMC, PRIDE	September
3.	Siting of DACF funded projects in communities without the knowledge of Assembly Members	• DA committed to consult Assembly Members in planning and project implementation	Elected Assembly Member of DCMC team, PRIDE	August-December
4.	Poor participation and involvement of citizens	• DA committed to engage citizens at all levels of the	DCMC members, PRIDE	November-December
	resulting in project facilities not being used	planning process through their Assembly Member and also during the development of the Medium Term Development Plan (MTDP		

Follow up after the dialogue on each commitment

1. Poor information flow to the public on Assembly's expenditure

It took two weeks for management to confirm dates through the MPO for the meeting. When it was finally scheduled, the MCE, MCD, Municipal Finance Officer (MFO), Municipal Budget Officer (MBO), and Internal Auditor (MPO) were present at the meeting. The FNGO, PRIDE, appreciated the presence of assembly representatives at the dialogue meeting and reminded the Assembly of their commitments. The meeting was moderated by the MCE, and after deliberations on the commitments, the MFO and the MPO were tasked by management to ensure their fulfillment. The FNGO with support from DCMC members followed up on progress with phone calls to the MPO and MFO. It took another two weeks for the budget and expenditure documents to be finally displayed on the Assembly's notice boards.

2. Lack of transparency and accountability

One way to get feedback from community members and enhance their participation in PM&E projects is through radio discussions on the roles of citizens in community development processes. The Assembly Member on the DCMC and PRO were asked by the Assembly to periodically give public education talks on the radio about DACF and other funds allocated to Assembly. During radio discussions, a "phone-in" time allows the Assembly to respond to and clarify issues from citizen who make comments and ask questions.

3. Siting of DACF-funded projects in communities without the knowledge of Assembly members

The FNGO and Assembly Member on the DCMC booked an appointment with the Presiding Member (PM). They gave examples of communities and their Assembly Members who had no knowledge of the projects approved for their communities. The PM led the FNGO and the Assembly member to the MCE and MCD for a discussion on the issue and the Assembly's commitment. The PM and the Assembly Member made reference to Assembly minutes that mandated Assembly Members to be copied with contract letters, so that they are aware of projects approved for their communities. The MCE and MCD welcomed the discussions and reiterated the Assembly's commitment. On a quarterly basis, they made sure that new projects awarded were posted on the notice boards and copied to the respective assembly members to enhance transparency and support monitoring efforts.

4. Poor participation and involvement of citizens resulting in facilities not being used

The FNGO and two other DCMC members lobbied the convener of the development sub-committee to participate in their meeting. At the sub-committee meeting, the FNGO presented some of the research findings. Some of the committee members accepted the facts from the research, which pointed toward the need for a change in approach. They agreed that communities should participate in development planning processes. The sub-committee tasked the MPO and the convener to ensure that citizens are included in the 2014-2017 MTDP preparations. Accordingly, invitations were sent out to communities and groups to aid in the preparation of the Assembly's 2014-2017 MTDP.

Successful Results

Since the policy dialogue took place, duty bearers have been brought closer to the people they serve. Citizens are now willing to engage with officials of the Assembly in a more friendly and participatory way. At the same time, officials of the Assembly are more prompt in their responses to community demands. People appreciate that they are regularly consulted, so that their inputs are incorporated into Municipal Development plans. Previously, they were not involved because their ideas were not valued or deemed necessary. Reinforcing the need for transparency and accountability, the Presiding

Member also pays frequent visits to the Assembly to prompt officials to comply with directives and recommendations from the Audit Service to ensure judicious use of the Assembly's resources. Furthermore, the Assembly has put up a public notice board where all audit reports, annual financial reports, contract awards and other information about the DACF are posted. The trust between local government officials and citizens has led to greater promotion of social development in the Municipality. *"Remember," said the MPO, "little things seem unimportant, but they promote peace."*

Monitoring is still ongoing to make sure that officials continue to adhere to their commitments, and especially when new budgetary transfers are made.

Tips for success

- It takes patience to deal with government officials and duty bearers.
- Government officials need constant reminders to address pressing issues.
- Some duty bearers have not had any experience with being held accountable for their stewardship by citizens – therefore, they can be very difficult when challenged.
- In order to win support of duty bearers, there should be a good rapport between the FNGO and DCMC, and other institutions involved.
- FNGO and DCMC should be prepared to go the long-haul when engaging with duty bearers.
- Follow-ups are expensive – DCMC members need to make a lot of calls.
- DCMC members should be accountable and transparent, if they want others to do the same.

Lessons Learned

- When the policy brief was shared with most of the stakeholders ahead of time, we had a good discussion, since they were prepared to discuss the highlighted issues.
- When we insisted that public officials display their budget and expenditures on the notice board, they pointed out that our notice was not up-to-date either. From now we also display current financial information on our notice board.

CASE STUDY 4: Regional Dialogue Meeting

What this case study illustrates:

- How Regional Dialogue Meetings have been used to engage with the NHIA in the Upper West Region of Ghana
- How the R-PM&E Network used Regional Dialogue Meetings to achieve tangible results for marginalized people.

Upper West R-PM&E Network

The Upper West Regional PM&E is a network of local NGOs working in partnership with SEND to monitor pro-poor policies in Upper West Region. It was established in 2008. The network is made up of two representatives of each of the nine DCMCs in Upper West Region and two DCMCs from Northern Region because of their proximity to Upper West. It also includes representatives from the Regional Coordinating Council and Ghana Federation of Persons with Disabilities. The network's chairperson is elected to serve for a year at a time. SEND's regional office is the network's secretariat, with SEND's Program Officer offering support.

SEND's Campaign on the NHIS

NHIS was instituted to ensure citizens' easy access to health care. However, there are many people who are still unable to access health services because they cannot pay NHIS premiums. In an effort to include those who cannot pay, the scheme provides exemptions which are embedded in NHIS regulations. Among the categories of those exempted from paying premiums and entitled to minimum benefits are indigents, pregnant women and children under 18 years old. However, NHIS staff have limited capacity to reach and assess those entitled to the exemptions. In addition, their lack of knowledge on the policy's content and exemptions often means that the very poor are excluded from accessing health services.

In order to ensure that NHIS achieves its goal, that every resident in Ghana is adequately covered against the need to pay out-of-pocket at the point of service, SEND embarked on Participatory Monitoring and Evaluation of the program in 2008. Its first monitoring report, *"Balancing Access with Quality Healthcare: An Assessment of the NHIS in Ghana,"* was published in 2010 and used for advocacy at district level. Some of the key issues raised by the report include:

[1] delays in issuing ID cards

- lack of disaggregated data
- lack of health professionals to serve the growing demand for out-patient services.

One major issue raised by the report that received the attention of most key stakeholders at the regional level was the issue of low registration of indigents. In spite of the fact that Upper West is the poorest region in Ghana, the number of indigents registered was far less than that of other regions such as Greater Accra. At the regional Review Meeting in Wa, it was agreed as a matter of urgency that a Regional Dialogue session should be organized with stakeholders to discuss the issue.

The Regional Dialogue Meeting

Following the decision taken by the R-PM&E, informal discussions were held with the Regional Manager of the NHIS and RCC, specifically, the Planning Unit. Afterwards, a formal letter was sent to all key stakeholders inviting them to the dialogue session. In addition, copies of the research

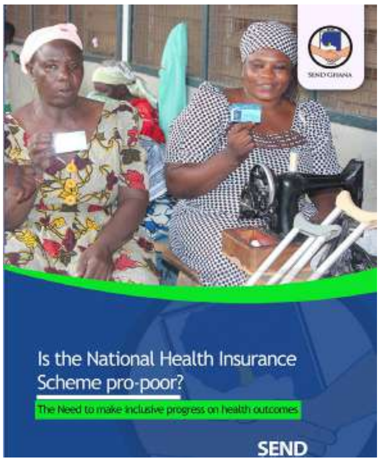
5 Someone who is extremely disadvantaged socially and economically, unable to look after himself/herself and devoid of internal and external resources

report were distributed to them for review before the meeting. A radio discussion was held a day before the dialogue meeting to raise public interest on the issue.

As a result of good organization, the dialogue was well attended. Participants were drawn from both public and the private sectors, including:

- Regional Manager of the Scheme
- District Manager of Wa West Scheme
- Deputy Regional Planning Officer
- Wa Municipal Chief Executive
- PWD associations
- Traditional Authorities
- Social Welfare Department
- Media such Ghana News Agency, Daily Graphic, Radio Upper West and Radio Progress
- CSOs working in the health sector.

In all 30 participants, including 8 women, attended the meeting.



Participants were taken through a presentation prepared by the R-PM&E. Key issues raised were low NHIS registration of indigents in the Upper West Region and the scheme's lack of disaggregated data. After the presentation, the NHIS Regional Manager and Scheme Manager of Wa West agreed with the issues raised and responded to them. He attributed the low registration of indigents to the criteria given in the Act that established the NHIS. He said that if one strictly follows the definition in the Act, only people with mental challenges who have no home qualify for exemption. In response, the Wa Municipal Chief Executive asked why other regions have been able to expand the registration of indigents, even though they are using the same definition in the Act.The Scheme Manager for Wa West responded by saying that in other regions the rules have been somewhat relaxed to allow the registration of indigents. The Deputy Regional Planning Officer urged participants to critically look at the issues and come up with concrete suggestions for NHIS to reach out and register more indigents, since the region is the most deprived in Ghana.

At this stage the floor was opened for discussions. A participant representing CSOs wanted to know the reason why LEAP beneficiaries were not registered as indigents since these people have been recognized as very poor by the government. The Regional Manager explained that an official letter from the Ministry of Health ordered them to register LEAP beneficiaries for free, but the challenge in effecting it was a lack of collaboration with Social Welfare. At this point, the Social Welfare officer expressed surprise because he had not been informed of this directive. Then, a PWD representative wanted to know from the Scheme Managers why PWDs were not allowed to register for free. The Manager explained that the Act made provision for the poor, but not all PWDs. Some PWDs are not poor and therefore are supposed to pay. Only those who are poor and cannot pay for the premium will be registered for free after they have been properly assessed by the NHIS. At this point the Director of BAHASS Foundation, a local NGO working to promote the rights of mentally challenged in the Wa Municipality, wanted to know whether the mentally challenged could be registered for free. The Scheme Manager responded in the affirmative, but added that their names and photos should be provided.

An interesting suggestion came from the Wa MCE, who proposed the use of Assembly Persons to help identify the poor. He thought that NHIS agents are not interested in registering the poor because they do not get commission when they register people for free. The NHIS managers agreed to consider the involvement of Assembly Persons.

In his concluding remarks, the MCE acknowledged the importance of the dialogue meeting, especially the discussion and suggestions. He asked SEND to have dialogue meetings on other issues, especially the DACF. The Regional Manager of NHIS expressed his gratitude and welcomed collaboration between the NHIS and the R-PM&E Network. He listed issues and policies on which SEND and the RPM&E have played a key role in achieving results. The dialogue session ended with commitments from the various stakeholders.

Commitments

One of the key issues participants agreed on was the need to increase the registration of indigents in the region. In response, the following commitments were made:

- NHIS managers said that they would register all PWDs who are poor and cannot afford to pay for the premium. In order to facilitate this process, PWD representatives were tasked to compile a list of their members who meet those criteria.
- The Social Welfare officer also pledged to collaborate with the NHIS to register LEAP beneficiaries by providing the NHIS with its list.
- BAHASS Foundation promised to collaborate with the Wa Municipal NHIS Scheme by registering the mentally challenged under its care.
- Wa MCE committed to have discussions with Honorable Assembly Members to ask their help to identify and register indigents in their communities.

Follow-up on the Regional Dialogue Meeting

After the Regional Dialogue Meeting, follow-up meetings were conducted with the various stakeholders to find out the status of their commitments.

- The PWD Resource Centre compiled a list of 75 PWDs which was submitted to Wa Municipal NHIS officer. All of them were registered as indigents. This was confirmed during a visit to the NHIS in Wa. Also in Jirapa, 500 PWDs and their dependents have been registered by the NHIS.
- The Wa West Scheme has registered a total 816 LEAP beneficiaries from a list submitted by the Social Welfare office.
- The Wa MCE could not meet with his Assembly Members to discuss their involvement because of his busy schedule.

Challenges

- Over the years, it has been difficult to get Regional Directors to attend the dialogue meetings because of their busy schedules. They usually delegate the officers in charge of various programs who do not have the mandate to make decisions on important issues discussed.

Tips for success

- The number of advocacy issues to be addressed at the regional dialogue meeting should not be more than four. They should be clearly and unambiguously presented with the facts.
- Involve the public institution responsible for the implementation of the program.
- Take into account the practical needs of interest groups, such PWDs and those with low levels of education, so that they can participate.
- The time for the meeting should be half a day or less, preferably three hours.
- Have prior discussion with the facilitator and tell him/her exactly what you want to achieve at the meeting.

CASE STUDY 5: National Lobby Week: Persons with Disabilities

What the case study illustrates

- How a national lobby week can be successfully organized
- How collective effort on policy can have effects on individuals
- Challenges involved in organizing a national lobby.

1. The policy literacy and policy audit

When the Government of Ghana developed its Poverty Reduction Strategy – GPRS I (2003-2005) – as the blue print for national development, ordinary citizens, even government technocrats, had limited access to information in the GPRS. Thus, the public was not aware of the policy's implications for their lives.

Policy literacy sensitization meetings were organized by SEND for DCMC members and their constituents in 25 of the poorest districts in the 3 Northern regions and Volta Region. During this process, it was discovered that the special needs of PWDs were not fully addressed in the GPRS. This called for an audit of the GPRS to ascertain whether the rights of PWDs were maintained in the policy. At the same time, PWDs needed to be educated on their rights in order to lobby to address the gaps in the GPRS.

An audit carried out in 2006 revealed that:

- GPRS did not include access of PWDs to credit facilities for business, productive resources, skills training and rehabilitation centers.
- Most public hospitals, schools and offices did not take into consideration the special needs of PWDs, which contradicts existing government policy.
- Visually impaired and the deaf were unable to access information about national identification cards and the NHIS.
- NHIS registration criteria and process was not sensitive to PWDs.
- Most of the deaf did not have access to sign interpreters; nor did most of the blind have access to facilities in braille.
- PWDs were unable to access their percentage share of the DACF.
- The government directive to have PWD representatives in assemblies was not being implemented.
- The special needs of the disabled were not taken into account by the Ministry of Women and Children's Affairs in administering micro-credit for women.
- Automated placement of students in senior secondary schools did not take into consideration students with disabilities, leading to a decline in the number of deaf and blind students enrolled.
- Slow implementation on the Disability Act can be attributed to the fact that the NCPD was not functional.

The identification of the issues set in motion the National Lobby Event which was planned and carried out for five days.

2. Steps in organizing a National Lobby

Getting organized

The issues were compiled and information shared with PWD stakeholders. The idea of a lobby week was accepted, and proposed dates were selected. There were consultations between SEND and the GFD to identify representatives of hearing impaired, visually impaired, physically disabled, PWDs who are not members of GFD, and PWD organizations at district, regional and national levels.

State institutions that have the mandate to address PWD issues were identified and letters written to inform them of the upcoming lobby event. After the dates were agreed on with the state institutions, SEND selected its facilitation team and assigned them responsibilities to start preparations for the lobby week. The facilitation team comprised:

- Country Director responsible for coordination and management of the week
- 4 program staff who were familiar with the lobbying issues and had worked with the GFD team
- Media coordinator to ensure that the press agencies were adequately represented in all lobbying activities
- Administrative staff to work on invitations and logistics.

Tips for success

- Group the issues according to their effect on each disability:
    - o issues of access to education, health and finance are different for hearing impaired, visually impaired, physically challenged and mentally challenged
    - o PWDs have diverse needs, which are multiplied by other factors, such as gender, ethnicity and poverty.

3. Lobby Week Activities

What happens?

Once the issues were agreed on, PWD representatives, other stakeholders and the media were identified. Dates were selected and initial preparations were made for the lobby week to begin.

Day 1: Bringing PWDs together; building their capacity to be effective lobbyists

Lobbyists from every region in the country converged at a hotel in Accra. After welcoming them and sorting out accommodation, meals, travel and transportation, the lobbyists were trained in lobbying skills and communication strategies to enable them to articulate their issues effectively. Their capacity was built to lead the lobby. The lobbying team agreed on the timetable for the week.

Box 13 Lobby Week Timetable

2006	Activity
25 November	Arrival of lobbyists and logistics sorted out
26 November	Day 1. a. Training on lobbying skills and communication strategies b. Development of press statement and circulation to the press
27 November	Day 2. a. Press statement released by media houses b. Appearance on TV and radio to discuss issues c. Visit Parliament House for an interaction with the Select Committee On Poverty Reduction, Education And Social Welfare d. Visit Ministries of Women and Children's Affairs, Finance and Economic Planning and Manpower, Youth and Employment (Department of Social Welfare)
28 November	Day 3. a. Visit Ministry of Local Government and Rural Development b. Press conference to share outcome of discussions
29 November	Day 4: a. Debriefing session between SEND and lobbyists

A lobby team was constituted to take the lead. SEND's facilitation team and GFD national, regional and district representatives (20-25 people) were divided into sub-groups (1 SEND Staff and 4 PWDs). The groups spread themselves out to maximize time and effort by visiting different state institutions to discuss specific issues. A press statement outlining the lobby's priority issues and key policy demands was prepared and circulated among media houses for release on the second day.

Tip for success

- Work in groups and choose those knowledgeable about specific issues to lead each group.

Day 2: Briefing the Press; Engaging Duty Bearers

The actual lobby started with the publication of the press statement by various media houses. Lobbyists appeared on radio and TV breakfast shows. For the first time, the hearing impaired, visually challenged and other persons with disabilities were featured on TV and radio. They discussed the adverse effects of automated placement of students in senior secondary schools on their members. For example, this selection procedure was not sensitive to the hearing impaired who were always exempted from the oral English examination. The computers assessed all students by the same standards; consequently many PWD candidates scored low and were denied admission to secondary school.

Following engagements with the media, lobbying activities took place at Parliament, MOWAC, Department of Social Welfare, and Ministry of Finance. The Chief Director of Ministry of Finance was so touched by the situation of the hearing and visually impaired that he promised to call a meeting of Chief Directors of relevant ministries the address the issues raised.

Tip for success

- Select issues that represent the most pressing needs of PWDs to present to duty bearers.
- Inform the general public through the media about upcoming lobby activities.
- After lobbying, publicize commitments secured by duty bearers.
- Mobilize support from civil society and the media to track changes and to demand accountability from duty bearers.

Day 3: Engaging Duty Bearers; Press Conference

The lobbyists visited the MoLGRD in the morning to discuss issues regarding PWDs' share of the DACF and PWDs' nomination as Assembly Persons. In the afternoon a press conference was held to present the key messages of the lobbying week, disclose commitments made by ministries, and respond to questions from the media.

Tips for success

- Be consistent with the same messages throughout the lobby week.
- Enable PWDs to speak for themselves for greater impact.
- Use a multimedia approach involving radio, television and newspaper to spread the information across the country.

Day 4: Lobbying Team Debriefed

Lobby sub-groups de-briefed each other on issues discussed, outcomes, successes and challenges of the week. Some of the lessons learned include:

- When PWDs' capacity was built to lead the lobby, they were able to present their issues credibly and effectively, getting duty bearers' commitment to address them. Therefore in future, more days will be devoted to training stakeholders to advocate for themselves.
- There was insufficient evidence for certain issues presented to duty bearers. For example, the group did not present statistics to show that the automated school selection process discriminated against PWDs, especially the hearing and visually impaired. In fact, the issue was not thoroughly verified before lobby week. As a result, the lobby group could not provide additional information when questioned. In future, all concerns will be authenticated before they are included in the list of issues to be raised in lobby events.
- Even though the special needs of PWDs were assessed so that they could participate in the lobby, transportation arrangements were inadequate to convey them to and from the Ministries, and to accommodate their assistants. Therefore, in planning for events with PWDs we will be more meticulous about logistical support needs and adequately budget for them.
- At the end of the meeting, lobbyists and SEND were tasked to follow up on commitments secured and track implementation at district level. This experience enhanced the relationship between SEND and GFD. By the end of the week GFD leaders and activists were inspired, strengthened and confident to continue to engage and influence government policies and programs. In addition, increased media interest on issues of persons with disability inspired more public support.

Box 14 Comparison of planned actions and what was achieved

	Action points. January, 2007	Responsibility	What has been achieved October, 2014
1	Nine rehabilitation centers for PWDs would be refurbished. Skills taught to PWDs at the centers would be upgraded to meet modern market trends. A proposal for the refurbishment would be developed to accomplish these aims.	Dept. of Social Welfare to collaborate with GFD and SEND.	The three institutions did not prepare the proposal as per the action point. Rather, the GFD made informal (verbal) appeals to government to rehabilitate the 9 centers. The appeals have not yielded any results. Also training content of the centers has not been revised. The Accra rehabilitation center received a face lift with support from the private sector
2	Draft guidelines developed by GFD on the District Assembly Common Fund would be forwarded to the head of the fund to make the fund more responsive to PWDs' needs. The GFD would develop guidelines for the selection of its members to the District Assemblies, public commissions and boards of public agencies.	GFD	Due to internal pressure from its members, GFD drafted guidelines. The government accepted GFD's inputs into the guidelines on the DACF. The guidelines are in use. Appeals for PWD selection into District Assemblies have yielded some results. For example, 9 PWDs have been appointed to some District Assemblies. The DCE of Kejebi and the Minister of Chieftaincy are PWDs. Recently, the GFD has submitted an official letter to the presidency requesting that PWDs to be nominated to the assemblies and local government service. The president has instructed MLGRD to address the issue.
3	Write to the Ministry of Agriculture requesting a meeting to discuss assistance to PWDs for farming activities.	GFD and SEND	The organizations did not follow up with the Ministry of Agriculture
4	Meet the Micro-Credit Unit of the Ministry of Women and Children Affairs for information on the systems and procedures for PWDs to access micro-credit.	MOWAC, GFD and SEND	About 3 meetings were held between the 3 organizations with the purpose of seeking information and understanding about the micro-credit systems and procedures of the Ministry. As a result, women with disabilities formed groups and developed proposals in order to access the funds. However, none of the women received funds from the micro-credit facility.

5	Arrange a meeting to discuss the effects of the automated placement system for senior secondary schools on PWDs. Also discuss the status and number of special schools for the disabled.	MOFEP with GFD,SEND, Ministry of Education, special schools and WAEC in attendance	The institutions did not follow up on these issues.
6	Speed up the development of the social protection policy which will address the needs of PWDs, i.e., health insurance. PWDs would follow up to ensure that the policy be finalized quickly. While waiting for the strategy, interim measures would be in place to address the needs of PWDs.	Ministry of Manpower, Department of Social Welfare, GFD	The GFD made inputs into the drafted social protection strategy. As a result PWDs identified as indigents are exempted from paying National Health Insurance premiums, while those with low productive capacity receive monthly cash transfers under the LEAP initiative.
7	The Head of Civil Service would be informed to issue directives for the quick release of PWDs' allowance.	MOFEP	PWDs in the civil service are now paid directly by the Controller and Accountant-General in addition to a 20% increment in their allowance.

Achievements

The follow-up meeting was facilitated by the Chief Director of the Ministry of Finance and Economic Planning (MOFEP) involving representatives from Department of Social Welfare, Ministry of Education, MOWAC and GFD. They discussed the key demands of the lobby week and adopted a joint action plan.

Action Plan and Achievements

After the meeting, SEND and GFD assumed the responsibility to follow up on action points until results were attained. However, SEND and GFD did not meet to plan their follow-up activities. With the exception of meetings held between SEND, GFD and MOWAC to help women with disabilities access micro-credit for their businesses, GFD continued on its own to follow up on some of the demands. After 9 years since the lobby week, only 3 of the demands have been fully or partially achieved.

Challenges

- Although SEND was committed to working with PWDs, SEND staff had limited knowledge, skills and experience on issues of disability and how to work with GFD.
- At the same time, GFD leadership did not have experience working with a civil society organization such as SEND.
- Some duty bearers were resistant to addressing PWD issues. Some were unwilling to recognize the rights of PWDs.

Tips for success

- Plan meetings to discuss follow-ups and to review progress and gaps.
- Budget for post-lobby activities. They last for a long time and can be very expensive.

Lessons from the lobby week by GFD and SEND

- Lobby Week is not an end in itself. As such, there should be follow-up by stakeholders to ensure that results are achieved.
- Political events especially changes in government can affect follow-ups and stall the attainment of results. Therefore, follow-up should be undertaken quickly while establishing good relationships with government technocrats who may continue to be at post despite changes in government.
- During the excitement of lobby week, SEND enthusiastically assumed many responsibilities on behalf of PWDs at the request of duty bearers. However, given that SEND does not have the mandate or the capacity to address these issues, in subsequent lobbies and other engagements, SEND will ensure that the GFD is empowered to do them.
- Each year PWDs set aside one day to highlight their concerns to the public – this strategy was not effective in sustaining attention to their demands. However, a dedicated week-long lobby was more effective in gaining the attention of duty bearers.
- Before the lobby week, PWDs spearheaded their own issues. Obtaining support from an organization such as SEND strengthened their advocacy efforts. Thus, collaboration with other like-minded, rights-based CSOs may lead to greater impact.
- Some activities in the Action plans drawn up during the week were not implemented because stakeholders did not meet regularly to track progress. GFD and SEND should institute annual review meetings to plan, assess progress of joint actions, and celebrate achievements.

Impact of Lobbying Week on GFD Activists

Mrs. Sefakor Komabu-Pomeyie: Before I participated in the lobby week, I found it difficult to convince my district officials to respond positively to the concerns and needs of PWDs. Reading the press statement on radio and TV elevated my status and that of PWD issues in the district. When I returned home after national lobby week, district officials became more respectful and willing to take PWD issues more seriously. It was the first time I participated in a lobby week and it built my confidence to step up my advocacy activities. It inspired me to pursue further studies in advocacy. I earned an M.A. in Policy Analysis and Advocacy in the USA. Currently, I am the founder and president of an NGO called Enlightening and Empowering People with Disability in Africa.

Mr. Alex Tetteh: In 2006, I was the administrator of the Ghana Society for Physically Disabled. Even though I had participated in advocacy activities, the lobby week was very different and innovative. The sequencing of activities made it possible for us to reach the authorities with our messages in an effective manner. I used the knowledge and skills acquired to successfully support a campaign on an independent bill advocated by RADAR, a disability organization in the UK.

Mr. Nicolas A. Halm: In 2006, I was the Secretary General of the Ghana Blind Union. I was highly suspicious of SEND because I had never worked with a generalist civil society organization to advocate for PWDs. However, the lobby week transformed me. The collaboration with SEND helped to build my capacity to work with other organizations to advocate for PWDs.

Glossary

Terms	Meanings
Accountability	Holding government officials responsible for public policies, programs, finances or laws.
Accountability Notice Board	Every 3 months the FNGO posts easily readable project information In a public space, usually at the District Assembly compound. This information includes project expenditure data, outputs and outcomes. This is used by the target community to hold SEND accountable.
Action Plan	A work plan consisting of a list of activities, budget lines, staff responsible, and implementation timelines.
Budget Tracking	Involves tracing and analyzing the flow of money transfers from the national to the district level, and from the district to the expenditure centers. The purpose is to promote accountability, transparency, equity and participation in the national and district budgets.
Capacity building	Improving on the knowledge, skills and resources of the different stakeholders to perform their roles and responsibilities in the PM&E project.
Change	An improvement in the living conditions of the poor that occurs as a result of their participation in PM&E projects; for example, increase in school enrollment or reduction in maternal death.
Citizens	Right holders are target beneficiaries of PM&E projects. They are expected to use the PM&E activities to influence governance and improve their living conditions.
Citizens' Watch Newsletter	Mouth piece of the PM&E Network published quarterly highlighting the key issues emerging from PM&E activities; for example, policy dialogue, commitments, success stories, etc.
Civil Society	Formal and informal groups of citizens participating in PM&E projects.
Commitment	Actions government officials promise to take in response to PM&E findings and recommendations. These are intended to improve on the implementation of pro-poor policies and programs.
Community Radio	FM radio stations located in the target districts, broadcasting mainly in the local language of the area.
Community-based Organizations	Informal groups that are set up to address specific problems faced by their membership.
Constituents	Groups that the PM&E stakeholders represent.
De-briefing	The process of offering feedback or reflecting on major events in order to identify lessons learned.
Downward Accountability	SEND provides financial information and project outcomes to stakeholders, to empower them to hold SEND accountable.
Durbar	A public community gathering to discuss a specific issue emerging from PM&E activities.
Duty Bearer	A government official who has legal, political and administrative responsibility for the delivery of pro-poor programs.
Empowerment	SEND offers skills, provides awareness and tools for citizen in order to enable them improve on their participation in governance, and to enhance their livelihoods and welfare.

Engagement	Civil society organizations working with Government to enhance accountability, transparency, equity and participation in the implementation of pro-poor programs.
Equity	The existence of fairness and equal opportunities for men and women, boys and girls, farmers and salaried workers, rural and urban workers.
Evaluation	Assessment of whether a government pro-poor policy has achieved its intended objectives.
Forum/Platform	A gathering of the different stakeholders dialoguing on specific PM&E findings, recommendations or follow-up reports.
Gender Issue	Inequalities that exist due to social differences between men and women.
Governance	The formal and informal systems, as well as procedures, for running public affairs at the national and district levels.
Grassroots	Citizens at community level acting out of social consciousness to address inequities.
Impact	The sustainable differences that a PM&E project makes in the lives of citizens and their communities.
Indicator	Used to measure change: the extent to which each PM&E project is realizing its stated objectives.
Interest groups	The different citizen groups whose socio-economic conditions PM&E seeks to improve.
Interface	Interactions between different stakeholders on the findings of a PM&E project.
Lessons Learned	PM&E experiences that can be used to improve on future activities or may be discontinued due to ineffectiveness.
Local authorities	District assemblies and their sub-structures.
Marginalized groups	Farmers, women, persons with disability, youth, and other groups who have limited access to governance and services to improve their lives.
Media Partners	The different news agencies (radio, newspapers, TV, or individual journalists) that are stakeholders in PM&E activities.
Mobilization	Organizing different stakeholders to increase and sustain collaboration during the implementation of a PM&E project.
Monitoring	The collection of information by the DCMC, using agreed research tools and instruments.
Networking	Organizations with similar and different interests coming together, sharing information, supporting each other, or joining forces to work on a particular issue; either in support of one group or their shared concerned.
Non-state actors	Civil society groups involved in PM&E projects.
Outcome	The positive governance change or development objective that is achieved at the end of a PM&E project.
Participation	When citizens share, drive and own PM&E activities to realize their individual and collective needs and aspirations.
Partnership	Government and civil society organizations working together to improve governance and poverty reduction.
PM&E Project	A 3-5 year set of activities following PM&E stages, focusing on a particular pro-poor program, with the purpose of improving governance and impact on the intended target beneficiaries and their communities.

Policy dialogue	When different stakeholders come together to discuss the PM&E findings and recommendations, in order to secure commitments from duty-bearers to improve on the implementation of the pro-poor program.
Poor Men and Women	Politically, economically and socially disadvantaged people who are the main beneficiaries of PM&E projects.
Principal	Poor men and women, who are the direct beneficiaries of a PM&E project.
Pro-poor Development	Policies, programs or projects of the government intended to reduce poverty among women, small-scale food crops farmers, youth and persons with disability.
Public officials	Elected or appointed functionaries of government responsible for pro-poor programs.
Rights	Legally defined needs, obligations and opportunities.
Sensitization	Making stakeholders aware of all the aspects of specific government pro-poor policies and programs.
Social accountability	The use of the PM&E to promote openness, accountability and equity in the implementation of pro-poor programs
Stakeholders	The different groups involved in PM&E activities working together to maximize the impact of pro-poor programs on poor men and women.
State actors	Government agencies involved in PM&E projects: metropolitan, municipality, district assemblies, and ministries, departments and agencies.
Strategic partners	The ministries and departments at the national level that SEND has MOUs with to implement a PM&E project.
Sustainability of PM&E	The ability of DCMCs and other stakeholders to replicate their PM&E experiences with or without SEND.

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Acknowledgements

SEND GHANA would like to acknowledge its past and present Focal NGOs for their leadership of District Citizen Monitoring Committees in carrying out PM&E activities, which have led to improved governance of pro-poor policies and programs.

FNGOS IN NORTHERN REGION PM&E NETWORKING CENTER

Action on Voluntary Child Aid (AVCA)	Yendi Municipal	2012 to date
Alliance For Change In Education	Karaga	2011 to 2014
Alternative Initiative For Development (Aid)	West Mamprusi	2003 to date
Amasachina Self Help Association	Tolon/Kumbungu	2005 to date
Bimoba Literacy Farmers Cooperation Union (BILFACU)	Bunkpurugu/Yunyoo	2012 to date
Community Life Improvement Programme (CLIP)	Gushegu	2008 to date
Dinkugari Integrated Development Organization (DIDO)	Nanumba North	2012 to date
East Gonja Civil Society Ass. (Egocsa)	East Gonja-Salaga	2008 to date
EP Development and Relief Agency(EPDRA)	Chereponi	2008 to 2012
Grassroots Integrated Development Programme (GIDEP)	Kpandai	2012 to date
IBIS	East Gonja	2002 to 2008
Integrated Development Centre (IDC)	Saboba	2002 to date
Kachito Community Development Centre (KCODEC)	West Gonja-Damongo	2002 to date
Millennium Youth Skills and Development Centre (MILLYSDEC)	Nanumba South-Wulensi	2008 to date
North Eastern Corridor Integrated Development Agency (NECIDA)	Chereponi	2012 to date
Northern Development Society (NORDESO)	Bunkpurugu	2005 to 2012
Partners in Participatory Development Foundation (PPADF)	Zabzugu/Tatale	2012 to date
Presbyterian Agriculture Station-Langbensi	East Mamprusi	2002 to date
Presbyterian Agriculture Station-Mile 7	Tamale Metro	2002 to date
School For Life	Savelugu/Nanton	2002 to date
School For Life	Central Gonja-Buipe	2008 to 2012
School for Life	Zabzugu	2012 to date
School for Life/Community Livelihood Improvement Programme (CLIP)	Yendi	2002 to 2012
Tiyumtaba Development Association (TIDA)	Nanumba North	2002 to 2012
Volta Education Renaissance Foundation (VEReF)	Krachi Nchumuru	2014 to date

FNGOS IN UPPER EAST REGION PM&E NETWORKING CENTER

Bawku East Women and Development Association (BEWDA)	Bawku Municipal	2006 to date
Centre for Sustainable Development Initiative (CENSUDI)	Bolgatanga Municipal	2008 to 2009
Centre for Alternative Development (CENFAD)	Talensi	2009 to date
Centre for Community Development Initiatives (CODI)	Bawku West	2003 to date
Foundation for Integrated and Strategic Development (FISTRAD)	Builsa	2005 to date
Rural Women's Association (RUWA)	Kassena Nanakana Municipal	… to 2009
Gia/Nabio Agro Forestry Development Organization (GNADO)	Kassena Nankana West	2008 to 2010
Navrongo Health Women and Development (NHWD)	Kassena Nankana Municipal	2009 to date
Organization for Indigenous Initiatives and Sustainability (ORGISS)	Kassena Nankana-Nankana West	2012 to date
Presby Agric Station (PAS- Garu)	Garu	2008 to date
Programme for Rural Integrated Development (PRIDE Ghana- Bolga)	Bolgatanga Municipal	2009 to date
Programme for Rural Integrated Development (PRIDE Ghana- Bongo)	Bongo	2005 to date

FNGOs IN GREATER ACCRA REGION PM&E NETWORKING CENTER

Alliance for African Women Initiative (AFAWI)	Ga East	2008 to date
Ayongo Foundation	Ada East	2008 to date
Centre for Community Study Action and Development (CENCOSAD)	Ashiedu Keteke	2008 to 2016
Global Centre for Youth Advocacy	LEKMA	2008 to 2012
Health Promotion Watch Ghana	Ledzokuku Krowor	2013 to date
Intervention Forum	Adentan	2009 to date
Love for Children Campaigners	Osu Kolottey Sub-metro	2008 to 2010
Nima Watch	Ayawaso East	2009 to date
Noyaa Kome Foundation	Ablekuma South	2009 to date
Rural Urban Women and Children Development Agency	Ashaiman	2009 to date
Shai Area Progressive Union (SHAPU)	Shai Osudoku	2008 to date
Tomorrow Pioneers Foundation	Ga South	2008 to 2011
Visions Unlimited Foundation	Ga West	2013 to date
Volunteer Partnership of West Africa	Ga West	2008 to 2011
Wise Steps Initiative	Ada East	2005 to 2008
Women Gates Foundation	Ga South	2013 to date
Women's Alliance	Osu Klottey	2013 to date

FNGOS IN UPPER WEST REGION PM&E NETWORKING CENTER

Amasachina	Wa Municipal	2003 to 2010
Centre For Community Participation and Development (CCPAD)	Wa Municipal	2010 to date
Community Aid for Ryral Development (CARD)	Lambussie Karni	2009 to date
Foundation for Self-reliance(FAUSER)	Lawra	2010 to 2015
Friends for Community Development	Jirapa	2005 to date
Participatory Partners in Development (PAPADEV)	Bole	2000 to date
People Action to WIN life All Round (PAWLA)	Sissala East	2003 to date
Save Ghana	Sissala West	2009 to 2010
Sisala Litearacy Development Programme (SILDEP)	Sissala West	2008 to date
Sustainable integrated Development Service Centre	Nadowli	2003 to 2015
Tumu Deanery Rural Integrated Development Programme (TUDRIDEP)	Wa East	2010 to date
Tuna Women Development Programme (TUWODEP)	Sawla Tuna Kalba	2010 to date
Upper Rural Women	Lawra	2003 to 2010
Youth Advocacy for Rights and Opportunities (YARO)	Wa West	2009 to date

Appendix 1: Constitution and Byelaws of the Ghana Participatory Monitoring and Evaluation Network (G-PM&E Network)

1.0. Introduction

In pursuant of the objective of promoting effective advocacy for accountability in the planning and implementation of poverty reduction programs in Ghana, SEND is facilitating the use of participatory monitoring and evaluation (PM&E) as instrument for policy impact assessment. The key stakeholders in this social enterprise include civil society organizations, government and the private sector. The following byelaws are meant to define the organizational framework, principles, guidelines and regulations for the institutionalization of PM&E processes in Ghana.

2.0. Name

For the purposes defined above the process of institutionalizing PM&E in public policy research in Ghana would be by the establishment of a Network of stakeholders to be known and called the Ghana PM&E Network (G-PM&E Network) at the national level. The regional branches shall be called the Regional PM&E Network (R-PM&E Network). The District HIPC Monitoring Committees (DHMCs) shall be the PM&E Network and the District level.

3.0. Membership

a) District Level

- DHMC
- Focal NGO
- Representative of other networks facilitated by SEND. E.g. Women and Trade Network

b) Regional

- One representative of FNGO from each of the Districts in the Region
- One member of the DHMCs from each of the Districts in the Region
- One representative of the Women in Trade Network in the Region
- SEND Ghana's representative in the Region
- One representative of the Regional Economic Planning Unit.

c) National

- Chairpersons of the R-PM&E Networks
- Country Director of SEND Ghana
- Three co-opted members representing other national level networks facilitated by or in partnership with SEND Ghana. E.g. Trade, MDG etc
- One representative of the participating RCC.
- A representative of the MoLGRD.
- Representatives of other CSOs with strategic relationship with SEND. E.g. IDEG, ARHR etc.

4.0. Roles and Responsibilities

a) DHMCs (District PM&E Network)

- The offices of the designated focal NGO for the district shall serve as the secretariat for the DHMC (District PM&E Network).
- The focal NGO representative shall be the chair of the district level network.
- DHMCs are responsible for data collection for policy impact studies as defined in the PM&E manual.

- Organize and participate in district level policy dialogue meetings
- FNGOs shall receive and account for resources made available to them by SEND on behalf of the DHMC
- Meet at least once every month to share monitoring information among members and agree on work plan.
- As much as possible, focal NGOs shall be independent of SEND for their management and logistics needs.

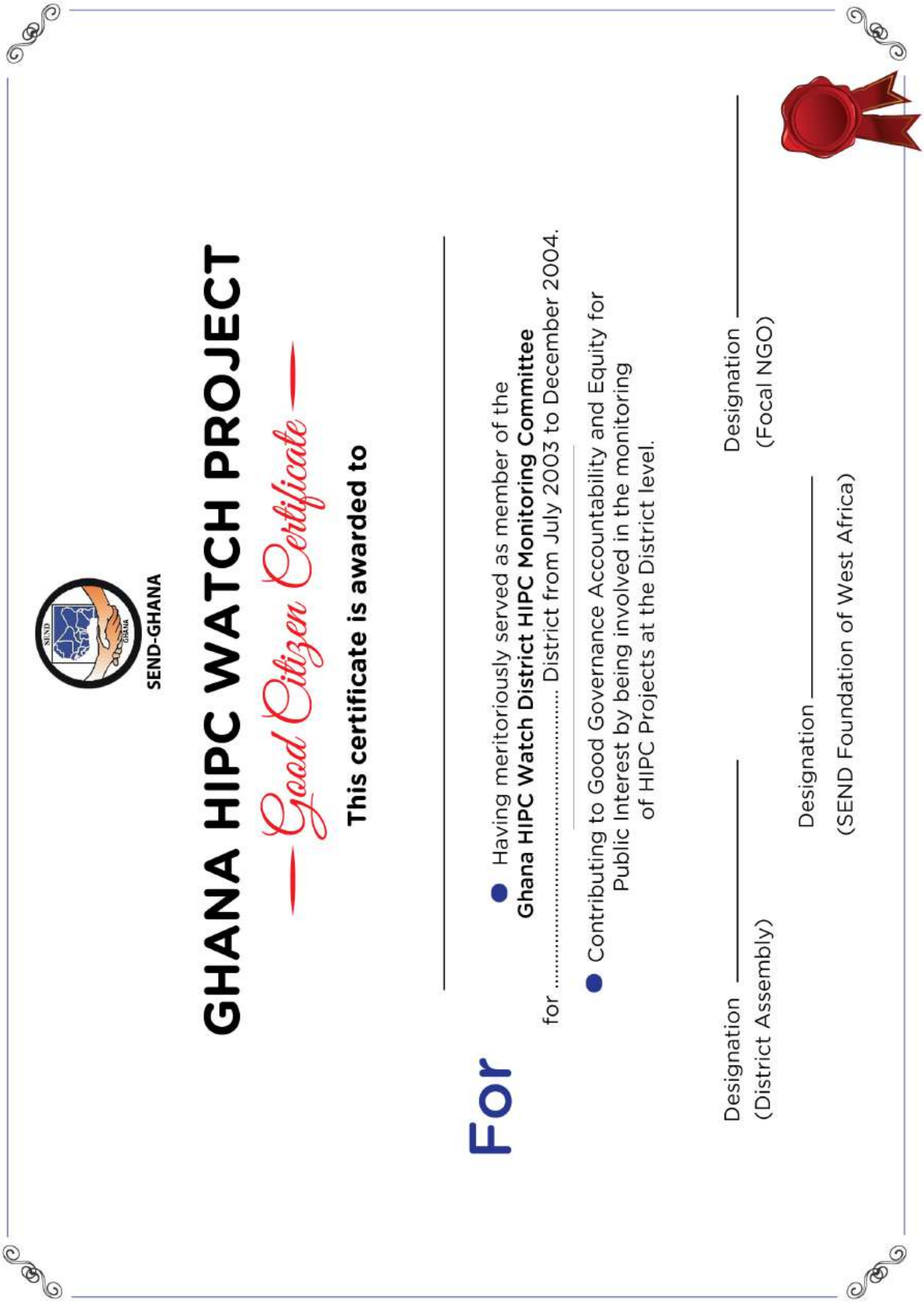
b) R-PM&E Network (R-PM&E Network)
- Elect one representative of focal NGO to serve as chair for one year term.
- SEND GHANA regional offices shall be the secretariat of the R-PM&E Network.
- Hold quarterly review meetings to share monitoring information and plan regional level policy advocacy.
- Approve constitution and bye laws

c) National PM&E Network (G-PM&E Network)
- Serve as the Executive Council of the Ghana PM&E Network
- SEND GHANA shall be the secretariat of the national PM&E Network
- The Country Director of SEND GHANA shall be chair of the national Network and Executive Council.
- Undertake national lobby and advocacy on behalf of the national PM&E Network.
- Meet once every year to review progress the G-PM&E Network.
- SEND GHANA shall organize the general meeting (AGM) of the G-PM&E Network every two years to be attended by representatives of DHMCs, R-PM&E Networks, programming partners, SEND GHANA CSO partners and Board of Directors, and representatives of public and private institutions with whom SEND GHANA has working relationship.
- Enter into partnership and manage the MOU for these through its secretariat.

5.0. Principles of the Ghana PM&E Network
- Believe in and practice participatory approaches to decision making
- Openness and accountability to stakeholders and constituents
- Non partisan stance is essential for active membership in the Networks
- Objectivity in opinions expressed on policy issues. Any opinion expressed must be based on empirical evidence from monitoring and research.
- Partnership approach to policy impact research by actively seeking cooperation and documenting this in memorandum of understanding.
- Inclusiveness by particularly targeting the excluded in policy like women, persons with disability, persons living with HIV/AIDS, children etc.
- Rights-based policy advocacy.
- Promote equality of women and men.

6.0. Other related issues
All stakeholders of the Ghana PM&E Network shall commit to these bye laws as the minimum standard defining relationships and driving the work that we do. Additionally, mutual respect, consensus building and tolerance shall be key values that will guide the resolution of related issues not clearly identified by these bye laws. These bye laws shall be reviewed after three years to determine the organizational framework for the NETWORK and the role of SEND GHANA.

Appendix 2: Good Citizen Certificate



SEND-GHANA

GHANA HIPC WATCH PROJECT

Good Citizen Certificate

This certificate is awarded to

____

For

- Having meritoriously served as member of the **Ghana HIPC Watch District HIPC Monitoring Committee** for .... District from July 2003 to December 2004.
- Contributing to Good Governance Accountability and Equity for Public Interest by being involved in the monitoring of HIPC Projects at the District level.

Designation ____________
(District Assembly)

Designation ____________
(Focal NGO)

Designation ____________
(SEND Foundation of West Africa)

Appendix 3: Concept Note and Questionnaire

Concept note

Education Governance Project

Ghana's education sector budget has been increasing over the years. It is the largest recipient of government annual budget allocation to Metropolitan, Municipal and District Assemblies (MMDAs). The sector receives between 20-25% of national budget which constitute around 6% of Gross Domestic Product (GDP). Consistently between 70% and 75% of the funds released to the sector is expended on salaries and compensations while about 19% is used for the provision of goods and services which contribute to learning outcomes.

The resources received by the sector has in no doubt contributed in providing infrastructure, teaching and learning materials, upgrading and maintaining teachers and management of the entire education machinery of the country. This notwithstanding, there still persist challenges in the sector as a result of limited resources allocated for goods and services. The situation is also compounded by limited releases of the 19%. In 2013 for instances only 4.5% of funds, - reveals disregard for aspects of the guidelines set. According to the report -- a study to determine the eligibility of untrained enrolled of GPEG funded UTDBE programme in selected colleges of education by the National Inspectorate Board 2013 -- some of the participants enrolled on the UTDBE programme did not meet the eligibility requirements for enrolment. For instance out of a total number of **6,286** participants from deprived districts sampled, only **2,627** were qualified to be on the UTDBE program. **Out of the 3659 ineligible participants from the deprived districts, 764 did not possess the requisite academic qualification, 2881 were not on the payroll of GES, and 14 were over-age.** Further, there were delays with disbursements of funds, disorganized financial records keeping, difficulty in procurement processes, limited information on the dos and don'ts of GPEG fund and low capacity of some school heads in financial management. Also the sampled districts were not using the records template provided by Teacher Education Division as in the Project Implementation Manual requirements, districts are not keeping systematic records of their circuit supervisor visits; less visits to isolated schools by supervisors, uncompleted School Report Card (SRC) data capture nor have they printed and distributed generated SRC back to the schools or posted on notice board .

Rationale for the study

As part of its mandate to promote transparency and accountability in government interventions in the education sector and to ensure that the grant impact positively on intended beneficiaries, SEND GHANA with support from IBIS Ghana is conducting a study to **assess the global partnership for education fund for the provision of goods and services for basic education.** The outcome of the study will provide SEND GHANA with essential critical evidence to engage and hold duty bearers to account for the use of the grant.
1

6 GPEG Monitoring Report October, 2013

The specific objectives of the study are;

1. To establish GPEG flow from national to school level
2. To assess how district education directorates and basic schools are utilising the fund in accordance with the programme implementation plan
3. To assess the effect of GPEG on education outcomes

Methodology

Scope and Sampling

The research will be carried out in 15 districts in Northern, Upper East and Upper West Regions in Ghana. The districts are Jirapa, Lawra, Nadowli, Wa West , Bongo, Kassena-Nankani East, Talensi-Nabdam, Bawku-West, Savelugu Nanton, Tolon, Yendi, Mamprusi East, West Gonja, Karaga and West Mamprusi. The selected districts are among the 57 deprived districts that are benefiting from the grant.

A purposive sampling approach will be employed in order to target the right respondent for the research. The respondents will include head teachers, teachers and SMC/PTA members of beneficiary schools, circuit supervisors and district education directorates. In addition key informant interviews will be carried out with regional education directorates and GES headquarters for financial information regarding the grant.

Data collection methods

The research will utilize both qualitative and quantitative methods. Aside secondary information which will be gathered mainly through desk study, major tools to be considered for both the qualitative and quantitative primary data collection will comprise key informants interviews using interview guide and questionnaire.

Study Duration

The study is expected to last for three months. It is expected to commence from February 2014 to April 2014.

GRASSROOTS ECONOMIC LITERACY AND ADVOCACY PROGRAMME
PARTICIPATORY MONITORING AND EVALUATION OF GLOBAL PARTNERSHIP EDUCATION GRANT

QUESTIONNAIRE FOR SCHOOLS

District:	Region:
Interviewer's name:	Date of interview:
Questionnaire no:	Respondent's Contact:

INTRODUCTION
SEND-GHANA a policy research and advocacy organization in collaboration with its partners, is undertaking assessment of the Global Education Partnership Grant (GPEG) aimed at contributing to increased impact on education outcomes. Any information provided for the purposes of this study would remain confidential. Thank you for your time and cooperation.

Objective 1: To establish GPEG flow from national to school level

1. When were you enrolled unto GPEG ?(please tick as applicable)
i. 2012
ii. 2013
iii. 2014
iv. 2015

2. Please complete the table below indicating how much funds you budgeted for and actually received. (select year(s) applicable to you)

YEAR	BUDGETED	RECEIPT
2012		
2013		
2014		

3. How is information about the fund communicated to you? (Tick as all that apply)
i. Letter
ii. Circuit supervisors
iii. Media
iv. District Assembly's notice board
v. SMC/PTA
vi. Others (specify)…………………………….

4. How many times do you receive the GPEG funds?
i. Once a year
ii. Twice a year
iii. Thrice or more

5. How timely are disbursements from the District Education Directorate (DED) to your school?
i. Very timely (within a month of DED receipt from headquarters)
ii. Timely (2monthss)
iii. Quite timely (3 months)
iv. Not timely (after 3 months)

5a. Please give reasons for your answer

....

Objective 2: To assess how district education directorates and basic schools are utilising the fund in accordance with the Programme Implementation Manual.

6. Please indicate areas of expenditure of your GPEG receipt. (provide the information for those implemented)

Expenditure item/ Activities	**2013 (Amount in GHc)**		**2014 (Amount in GHc)**	
	Amount Budgeted in SPIP	**Amount Spent**	**Amount Budgeted in SPIP**	**Amount Spent**
Instructional materials and learning inputs				
School furniture				
Mentoring/coaching opportunities				
Training related to identified local skills needs, i.e., math and science, Special needs assessments, Remedial courses, KG training.				
Guidance and counselling system for girls				
School based In-Service Education and Training (INSET) on child-centred activity based learning				
Library Materials				
Equipment or tools (ICT) to improve teaching and learning				
Minor works to refurbish classrooms, Build latrines				

School-level reading or and/ or math competitions				
Others (please specify)				

Please give reasons for under expenditure or over expenditure of activities implemented ……………………………………………………………………………………………………… ………………………………………

Objective 3: To assess the effect of GPEG on education outcomes Access

		2012		2013		2014	
		Boys	**Girls**	**Boys**	**Girls**	**Boys**	**Girls**
Enrolment (Gross)	KG						
	Primary						
	JHS						
Attendance	KG						
	Primary						
	JHS						

8. Please complete this table on enrolment.
9. Do you have any support for children with special needs?

I. No support
II. Brail
III. Sign language
IV. Accessible school infrastructure
V. Others (specify)……………………………………………………………………………………

Quality

10. Please complete the table below by providing information on teacher availability in your school.

Teachers	**2012**	**2013**	**2014**
Trained (professional)			
Untrained (Pupil teachers)			

11. Please comment on your teacher/pupil ratio in your school.

i. 1:35
ii. 1:40
iii. 1:45
iv. 1:50 or more

11a. How do you assess the teacher/pupil ratio?
i. Adequate
ii. Quite adequate
iii. Moderately adequate
iv. Inadequate

12. How many of your pupil teachers are beneficiaries of the UTDBE?
i. 1
ii. 2
iii. 3
iv. 4 or more

13. What INSET did teachers benefited from in 2013 and 2014?
i. Maths
ii. English
iii. Science
iv. KG training
v. Others (specify)..

14. Please indicate the number of textbooks supplied from the GPEG funds.

Textbook	2013	2014
English		
Mathematics		
Science		

15. Please comment on your textbook/pupil ratio in your school.
v. 1:1
vi. 1:2
vii. 1:3
viii. 1:4 or more

15a. How do you assess the textbook/pupil ratio?
i. Adequate
ii. Quite adequate
iii. Moderately adequate
iv. Inadequate

16. How many times do you organise remedial classes for the pupils?
i. No remedial classes
ii. Once a week
iii. Twice a week
iv. Three times a week

17. What was the situation of teacher absenteeism before GPEG?

i. Very high
ii. High
iii. Moderate
iv. Low
v. Very low

18. What is the situation of teacher absenteeism now?
i. Very high
ii. High
iii. Moderate
iv. Low
v. Very low

19. Please provide reasons for the change or otherwise if any?..
Gender

20. How many outreach campaign (s) have your school embarked on since 2013 to boost girls enrolment in your school?
i. None
ii. 1
iii. 2
iv. 3 or more(specify)

21. Have your school organised gender trainings for staff
i. Yes
ii. No

22. Has your school a gender mentor
i. Yes
ii. No

23. Does your school have a functional gender club?
i. Yes
ii. no

24. How many girls on your enrolment have benefited from the Participatory Approaches to Student Success (PASS) Programme?
i. None
ii. 1
iii. 2
iv. 3 or more (specify)

25. How many girls on your enrolment have benefited from the 'needy girl support package' or any other package?
v. None
vi. 1
vii. 2
viii. 3 or more (specify)

Management

26. How many times in a year does the Regional Director of Education visit this school?

i. No visit
ii. Once a year
iii. Twice a year
iv. Three or more times a year

27. How many times does the District Director of Education visit this school?

i. No visit
ii. Once a term
iii. Twice a term
iv. Three times or more a terms

28. How many times does the circuit supervisor visit this school?

i. No visit
ii. Once a term
iii. Twice a term
iv. Three times or more a term

29. Do you have a School Management Committee?

i. Yes
ii. No

29a. If yes, how many times did the SIC meet?

i. No meeting
ii. Monthly
iii. Termly
iv. Three or more times a year

30. Indicate the percentage of pupils who passed the BECE from 2012-2014

SEX	2012	2013	2014
Boys			
Girls			

31. Indicate the percentage of pupils who passed the School Education Assessment (SEA)National Education Assessment (NEA) from 2012 to 2014

SEX	2012		2013		2014	
	SEA	NEA	SEA	NEA	SEA	NEA
Boys						
Girls						

32. How do you share information on GPEG inflows, school performance and challenges with community members? (Tick as many as apply)

i. Notice boards
ii. School performance improvement meetings
iii. PTA meetings
iv. SMC meetings
v. Others (specify)..

Appendix 4: Downward Accountability Manual

SEND GHANA
Downward Accountability Implementation Guide
FOOD SECURITY THROUGH COOPERATIVES IN NORTHERN GHANA PROJECT

With Funding Support from

Foreign Affairs, Trade and Development Canada
Affaires étrangères, Commerce et Développement Canada

Abbreviations used in this guide

CCA	Canadian Co-operative Association
CUA	Credit Union Association of Ghana
CAC	Community Accountability Committee
DAC	District Advisory Committee
DFATD	Department of Foreign Affairs Trade and Development
FOSTERING	Food Security Through Cooperatives in Northern Ghana
GROW	Greater Rural Opportunities for Women Project
MOU	Memorandum of Understanding
NGO	Non-governmental organizations
PAC	Partners Accountability Committee
RESULT	Resilient and Sustainable Livelihoods Project
SEND	Social Enterprise Development Foundation

SEND GHANA

Downward Accountability Implementation Guide

FOOD SECURITY THROUGH COOPERATIVES IN NORTHERN GHANA PROJECT

December 2015

Contents

Preface

Development projects promoting accountability tend to target government and its functionaries at national, district and community levels. Hardly, do projects incorporate into the implementation strategy mechanisms for the principals(i.e. beneficiaries) to hold development agencies accountable for financial resources and development outcomes. NGO-led development projects for example, tend to prioritize and establish clear guidelines for "upward" accountability to respond to the financial and administrative requirements of external partner and donor agencies, but rarely do they establish guidelines for "downward" accountability.

SEND-Ghana and Credit Union Association of Ghana, the two partners implementing FOSTERING, believe that up-ward and down-ward accountability are complementary – to facilitate one without the other minimizes the overall contribution of accountability to development projects.

SEND Ghana is indebted to the Canadian Department for Foreign Affairs, Trade and Development (DFATD) and the Canadian Co-operative Association (CCA) for their willingness to support this innovation. We are grateful to SEND Sierra Leone for sharing its experiences in piloting downward accountability with SEND Ghana. The FOSTERING Team is commended for developing this downward accountability strategy and for its commitment to implementing it during the life span of the project.

With this booklet, I hope our principals and stakeholders will be empowered with skills and confidence to hold SEND and CUA accountable for the financial resources and development outcomes of FOSTERING. Finally, it is my expectation that main streaming downward accountability in FOSTERING will be a worthwhile learning experience for all stakeholders, especially our principals.

Siapha kamara
CEO, SEND West Africa

Introduction

This booklet will guide staff, stakeholders and principals to operationalize and sustain uniform implementation of this downward accountability strategy throughout the lifespan of FOSTERING. The FOSTERING Team will use the booklet to train the downward accountability committees on their roles and responsibilities in the implementing of the strategy.

Definition of key concepts

Accountability: The process of getting FOSTERING staff to take responsibility for the implementation of the planned activities

Downward accountability: The act of being answerable to project principals and stakeholders at district and community levels

Principals: Direct beneficiaries of the project, for example the gender model families, farmers, coops and credit union members

Stakeholders: Implementing partners with whom SEND has MOUs, for example District Assemblies, Non Formal Education Department or Department of Co-operatives

Commitments: The obligations of SEND and CUA staff in the execution of the planned activities of the project

Group discussion on Empowerment during Downward Accountability guide training for FOSTERING Staff

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The Purpose of Downward Accountability in FOSTERING?

- Build trust, confidence and enthusiasm in the relationships with stakeholders ;
- Increase stakeholder ownership and participation in planned activities and
- Enhance impacts and sustainability of the project outcomes.

Principles Informing Downward Accountability

The purpose of this section is to sensitize the principals and stakeholders on the four principles driving downward accountability in FOSTERING. Shared understanding will make them take the activities seriously and work hard to uphold downward accountability.

Transparency: Providing project financial data and programming information to the principals and stakeholders, regularly, in a timely fashion, in ways that are easy to understand and utilize.

Empowerment: Equipping the principals and stakeholders with skills, tools and confidence to use the project information to demand accountability. A key activity will be to build capacity of the principals and stakeholders.

Accessibility: Creating spaces or platforms for principals and stakeholders to query SEND and CUA and to get feedback.

Stewardship: The responsibility of adding everlasting values and significant changes in the lives of the principals and their communities

Commitments to Deliver Downward Accountability

This section provides the specific project activities that are meant to ensure downward accountability and also the responsibilities of FOSTERING Staff

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Community members in Salaga in the East Gonja district viewing information on the downward accountability notice board

Principles	Commitments
Transparency	• Clarify roles and responsibilities of structures and members • Share SEND Gender Strategy share activity plans and budget • Share Phone contact of all project staff • Share details of project beneficiaries • Share management structure of SEND • Share project information • Develop and use user-friendly reporting template
Accessibility	• Partnership • Open forum • Focus group discussion • Field visit • Community durbar
Empowerment	• Research skills • Advocacy skills • Reading and writing • Communication and leadership • Management skills • Budget analysis • Monitoring and evaluation
Stewardship	• Information sharing • Long term planning • Joint planning • Provision of adequate logistics • Hold beneficiaries accountable for use of project resources • Community sensitization • Participatory evaluation

Mechanisms Responsible for Downward Accountability

This section describes three levels of committees for stakeholders and principals. The committee members will be trained and supported to make sure that FOSTERING staff are delivering on their commitments to promote downward accountability.

Partners Accountability Committee

The PAC will review and approve semi- and annual financial and narrative reports, annual work plans and budgets by SEND and CUA before submission to CCA. Traditional authorities are represented by a chief from the district hosting the PAC. Parliamentarians from the operational districts nominate one of their members to represent them in each PAC meeting. The inclusion of two DFATD-funded food security projects (RESULT and GROW) and a local development NGO will facilitate experience sharing on downward accountability. SEND's CEO or Country Director will co-chair the PAC Meetings with the host District Chief Executive.

	Stake Holders	No of Reps.
1	District Agriculture Directors	8
2	Traditional Authority for Host District	1
3	Regional Agriculture Director	1
4	Regional Planning and Coordinating Unit	1
5	Member of Parliament for the Host District	1
6	Credit Union (1 woman)	2
7	Rural Commercial Women	2
8	Community Accountability Committees (4 women)	8
9	GROW(1), RESULT (1)	2
10	Local Civil Society Organization (1 woman)	1
11	District Gender Officers	2

The CEO at a PAC meeting

Members of District Advisory Committee of Nanumba North in a meeting

District Advisory Committee

The DAC will ensure that FOSTERING activities are aligned with district priorities, facilitate coordination of implementing partners, prevent duplication and promote synergy with other interventions. Members will be: District Agricultural Development Units, Department of Cooperatives, Ghana Health Services, Ghana Police Services and District Assembly. Each of these agencies is represented by their head in the district. The meetings will be chaired by the Program or M&E Officers of FOSTERING

District	Number of Members
East Gonja	5
Kpandai	5
Nanumba North	5
Nanumba South	5
Chereponi	5
Zabzugu	5
Tatale-Sanguli	5
Krachi-Nchumuru	5

Community Accountability Committee

The CAC's main task is to demand accountability for project resources devoted to activities within their communities. Members are: District Assemblies, District Gender Officers, Rural Commercial Women, Traditional Authorities, Zonal Co-operatives, family-based farmer co-operatives and persons with disability. The District Coordinating Director will co-chair with one of FOSTERING's senior officers. There is a 40% minimum quota for CAC positions to be filled by women.

District	Number of Members
East Gonja	33
Kpandai	29
Nanumba North	28
Nanumba South	36
Chereponi	32
Zabzugu	33
Tatale-Sanguli	29
Krachi-Nchumuru	38

Principles	Commitments
Transparency	• Clarify roles and responsibilities of structures and members • Share SEND Gender Strategy share activity plans and budget • Share Phone contact of all project staff • Share details of project beneficiaries • Share management structure of SEND • Share project information • Develop and use user-friendly reporting template
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Empowerment	• Research skills • Advocacy skills • Reading and writing • Communication and leadership • Management skills • Budget analysis • Monitoring and evaluation
Stewardship	• Information sharing • Long term planning • Joint planning • Provision of adequate logistics • Hold beneficiaries accountable for use of project resources • Community sensitization • Participatory evaluation

FOSTERING Team in a Radio Discussion on FOSTERING Hour with Radio Gmantambu in Bimbilla

Guidelines for Key Tools

- **Community notice boards** are updated every quarter with financial data and program information relevant for each community in bold and easy-to-read English.
- **Radio discussions** are organized in partnership with six community radio stations once every quarter. Senior staff led by SEND's Director of Food Security and Livelihoods will participate in the discussions which will include phone-in-questions and answers. Each discussion will be recorded so that follow-up plans to outstanding issues are developed and implemented.
- **Financial and narrative reports** will be prepared quarterly, semi-annually and annually. Reports will be highlights of not more 2 pages and oral presentations via power points or flipcharts, copies to be given to each member. For ease of documentation and referencing by each committee member, they will be provided a file to keep all reports which they are expected to bring to every meeting.
- **A durbar/forum** is to be attended by members of the CAC. In preparation, staff will put information on the notice board and give copies to members. Two staff will attend CAC meetings, one of whom will be responsible for the minutes, while the other presents the reports and answers questions. The District Coordinating Director will chair each session, not lasting for more than an hour.

Monitoring of downward accountability

The Project Officer will use this table every quarter to collate data on the performance of the implementation of downward accountability.

Indicators	Means of Verification
-# of Committee meetings held	Reports
-# of members of committee in attendance	List of attendance
-# of radio discussion held	Reports
# of people calling during radio discussions	Phone in records
# of follow-up activities by SEND staff	Staff report
Level of satisfaction of the members of the committees	Analysis of the score card

Community Downward Accountability Durbar with women in Chamba

Performance Score Card

This performance score card will be applied once every six months covering 50% of the members of the CAC and PAC, and all members of the DAC.

The criteria will be the basis for the scoring and will be revised every six months to reflect the work plan and planned activities. The marks assigned will be averaged out to account for how each principle is upheld in the project.

Date :

Issues	less than 60%	70%	80%	90%	100%	Comments/ indicate reasons for your score
1. Grade the level of transparency with these Critera: • Sharing of project information • Project activity plan and Budget • Develop and use user friendly reporting format						
2. Grade the level of accessibility with these criteria: • partnership • open forum • Community debar						

Issues	less than 60%	70%	80%	90%	100%	Comments/ indicate reasons for your score
3. **Grade the level of empowerment with these criteria:** • Research skills • Advocacy skills • Communication and leadership skils						
4. **Grade the level of the level of stewardship with these criteria:** • Joint planning • Long term planning • Hold principals accountable for use of resources						
5. **Overall**						

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PARTICIPATORY MONITORING & EVALUATION | Implementation Manual

SEND GHANA

ISBN: 978-9988-2-3804-9
9 789988 238049

Printed @ Bluevyne Ltd
0303 932 712 / 0504662121