Government of Ghana

Capacity Assessment for Effective Delivery of Development Results in Ghana

Managing for Development Results Capacity Scan
January 3, 2012

Table of Contents

List of Figures

List of Tables

Acknowledgement

List of Acronyms

A-G	Auditor-General
APR	Annual Progress Report
CAP Scan	Capacity Scan in Managing for Development Results
CEDAW	Committee on the Elimination of Discrimination against Women
CEPS	Customs Division (formerly called CEPS)
CG	Consultative Group
CSO	Civil Society Organizations
CPI	Consumer Price Index
DFID	Department for International Development
DP	Development Partner
GCNET	Ghana Community Network Services
GDDS	General Data Dissemination System
GIFMIS	Ghana Integrated Financial Management Information System
GIMPA	Ghana Institute of Management and Public Administration
GoG	Government of Ghana
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
IDEG	Institute for Democratic Governance
IPPD	Integrated Personnel and Payroll Database
M&E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDBS	Multi-Donor Budget Support
MESW	Ministry of Employment and Social Welfare
MfDR	Management for Development Results
MICS	Multi-Indicator Cluster Survey
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Assemblies
MoE	Ministry of Education
MoFA	Ministry of Food and Agriculture
MoFEP	Ministry of Finance and Economic Planning
MoH	Ministry of Health
MoI	Ministry of Information
MoT	Ministry of Transport
MOWAC	Ministry of Woman and Children Affairs
MRH	Ministry of Roads and Highways
MTP	Medium-Term Plan
NDPC	National Development Planing Commission
NGO	Non-governmental organization
OHCS	Office of the Head of the Civil Service
PAC	Public Accounts Committee

PDMG	Program Development and MAnagement Group (GSS)
PHC	Population and Housing Census
PSC	Public Services Commission
RSD	Research and Statistics Department
RSIM	Research Statistics Information Management
SDC	Swiss Agency for Development and Cooperation
SEND	Social Enterprise Development (SEND) Foundation of West Africa
SMTDP	Sector Medium-Term Development Plan
SWAp	Sector-wide Approach
UN	United Nations
WB	World Bank
WHO	World Health Organization

Summary

The Government of Ghana decided to self-assess its capacity to Manage for Development Results (MfDR) using the Capacity Scan (CAP-Scan) methodology in order to identify its strengths and weaknesses, as well as to develop an action plan to improve the delivery of public services. Under the leadership of the National Development Planning Commission (NDPC), more than fifty government officials from nine key Ministries, Departments and Agencies (MDAs) – Ministry of Education (MoE), Ministry of Finance and Economic Planning (MoFEP), Ghana Statistical Service (GSS), Ministry of Health (MoH), Ministry of Local Government and Rural Development (MLGRD), Ministry of Roads and Highways (MRH), Ministry of Women and Childrens Affairs (MOWAC), Ministry of Food and Agriculture and the National Development Planning Commission (NDPC), contributed to identify the national MfDR capacity using the CAP-Scan measurement framework adapted to the country context.

The five areas assessed from June 7-10 were the following ones: Planning and Budgeting, Monitoring and Evaluation (M&E), Statistics, Leadership, and Accountability and Partnerships. With an average score of 2.2 on a 4-point scale, Ghana is implementing results-oriented approaches with a strong willingness and in a consistent manner throughout the Government with the view to increase public sector performance. The figure below presents an overview of the national MfDR capacity rankings by results components for the five MfDR pillars.

Figure 1: Results at the National Level by MfDR Pillar
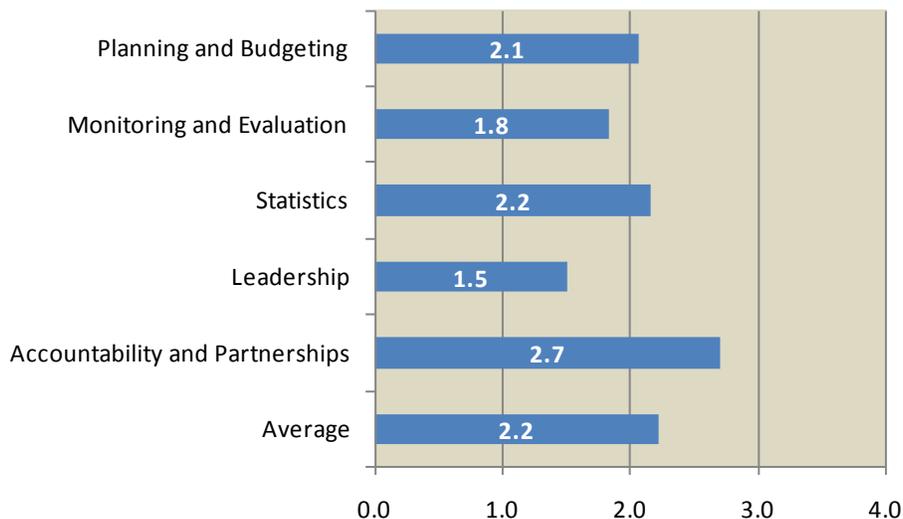
The strongest national MfDR capacity exists in the Accountability and Partnerships area, as well as in the Statistics sector. Specifically, clarity of development orientations and participation of non state actors were recognized as an effective practice by all sectors and stems from the efforts made in defining a long term vision as well as results-oriented medium term plans.

All sectors except MoH and MoFEP scored the highest in the Accountability and Leadership pillar. MoFA , MoE ranked higher than others in inter-sectoral coordination for M&E. NDPC is the only institution with capacity in terms of monitoring of public policies that could permits adjustments in performance objectives.

The scores are fairly low in both the Monitoring & Evaluation (M&E) and Leadership pillars. The most serious weakness, as pointed by almost all sectors, is the capacity for the monitoring and evaluation of public policies. The capacity to have an administration geared toward development results, as well as the integration of M&E systems for decision making are scored fairly low. In terms of Accountability and Partnerships, civil servants underlined the need to increase the public access to results through forums held to inform citizens and stakeholders, as well as the branding of results obtained. A focus has also been put on increasing the reliability and credibility of data through the development of standardized data quality assessment protocols. A series of measures has been identified to incentivize the delivery of public services thanks to a better managed civil service workforce.

The most vital MfDR issues identified during the assessment can be tackled for some of them in the short term, while other capacity building initiatives will take more time. Participants prepared a national action plan focusing on low cost quick wins to fully implement in the next 36 months, within an ambitious but realistic framework. If improved, these results areas could have great multiplier and reinforcing effects on other areas, thereby improving the overall country capacity to manage for results in the foreseeable future. For example, the improvement of the 1.8 scored Information system and decision-support tools component, within the M&E pillar, is critical as it hinges on the government-wide capacity to coordinate the aggregation of results.

For the Planning and Budgeting pillar, priorities are given to making the budget more consistent with national priorities through the establishment of Sector Medium Term Plans (SMTDP) and Annual Progress Reports (APRs) from MDAs released prior to budget preparation; the publishing of program budgeting guidelines; and dissemination of results-based template throughout budget and planning offices.

The accomplishment of these actions would largely improve the results of this assessment and capacity to manage for development results in Ghana. With inclusive planning and follow-up, these measures could be introduced in the last quarter of 2011.

Introduction

The objective of this Managing for Development Results (MfDR) Capacity Scan (CAP-Scan) in Ghana has been twofold. It has been first conducted to assess the Government of Ghana's strengths and weaknesses in MfDR procedures, practices and capacity at the Government level; and second to design a plan focusing on key actions to foster the delivery of public goods and services, as well as to contribute toward informing ongoing efforts to implement MfDR-related activities. Both the self-assessment and the development of the action plan occurred during the CAP-Scan workshop held in Accra, Ghana, from June 7 to 10. The result of the assessment provides a baseline against which progress in MfDR capacity can be measured through repeat assessments. The CAP-Scan measurement framework provides a scoring system on a scale from zero to four based on qualitative and quantitative assessments of the following five MfDR pillars: Planning and Budgeting, Monitoring and Evaluation, Statistics, Leadership, and Accountability and Partnerships. Each unit of the scale represents a stage in MfDR capacity ranging from Awareness, to Exploration, Transition and Full Implementation of MfDR. Six to seven results components adapted to best fit to the Ghana context are scored for each pillar using the CAP-Scan self-assessment methodology. See table 1 for a list of the components by pillar.

Table 1: Components Scored by MfDR Pillars for the Capacity Assessment

Central Pillars of MfDR				
1. Planning and Budgeting	**2. Monitoring & Evaluation**	**3. Statistics**	**4. Leadership**	**5. Accountability and Partnerships**
1.1. Budget consistency with national priorities	2.1. National Planning geared to development results	3.1. Statistics strategy and plan	4.1 Commitment	5.1. Independence of the higher Audit institutions
1.2. Budget preparation based on objectives and results	2.2. Capacity for monitoring and evaluation of public policies	3.2. Data disaggregation	4.2. Clarity and articulation of development orientations	5.2. Parliament's role in oversight of Government action
1.3. Participation of non-governmental actors in budget planning and preparation	2.3. Information system and decision-support tools	3.3. Extent of data	4.3. Participation of non-state actors	5.3. Media independence
1.4. Intra-departmental coordination	2.4. System for measuring user satisfaction	3.4. Data quality assessment	4.4. Responsibility and delegation at the level of senior officials of the Administration	5.4. Public access to results
1.5. Inter-sectoral coordination	2.5. Administration performance geared to development results	3.5 Capacity for conducting and exploiting country-wide surveys	4.5. Integration of the decentralization dimension	5.5. Coordination among DPs
1.6 Results management framework	2.6. Harmonization of information requests by Development Partners (DP)	3.6 Capacity for analysis and modeling	4.6. Change in Management	5.6. Alignment of partners on national priorities
1.7 Donors link programming to results	2.7 Integration of M&E systems for decision making process	3.7 Performance Measurement	4.7. Human Resources Management	

The Government of Ghana (GoG) is of the firm belief that the road to achieving its 2011-2013 Ghana Shared Growth and Development Agenda (GSGDA) is one defined by a culture of results assured by the use of MfDR principles in the public sector.[1] In this regard, the installation of the requisite capacity in the public institutions to effectively and efficiently deliver results is of utmost importance. This forms the basis of CAP-Scan.

Ghana becomes the seventh African country to undertake the CAP-Scan exercise,[2] demonstrating the Government's strong commitment to managing for development results for the achievement of desired results from the utilisation of scarce public resources.

The capacity challenges encountered by the Government in the implementation of past and present development strategies had necessitated a range of capacity building interventions in the country. The country is now embarking in a results-based management reform with the NDPC leading the process. These include among other results-based sectoral policies, plans and programmes: an increased transparency and accountability in the public sector; an improved public service delivery through the use of rapid results approaches. It is planned that the following initiatives will be led:
- the use of performance contracting at institutional level;
- the development of service charters; and,
- the establishment of performance appraisal systems.

In this context, the CAP-Scan exercise in Ghana is timely as the government is committed to deliver the expected development results and increase its effectiveness in managing for the achievement of those results. There is need to equip all ministries with the appropriate capacities to make this happen. The CAP-Scan exercise was used to identify key results policy areas in public sector management that need strengthening for effective and efficient delivery of development results in Ghana.

---

[1] In March 2011, Dr. Regina Adutwum, Director General of the National Development Planning Commission expressed interest to the World Bank to conduct the CAP-Scan in key sectors of the Government of Ghana. In partnership with the Swiss Agency for Development and Cooperation (SDC), the World Bank confirmed its support for the CAP-Scan for Ghana. GoG's expression of interest to conduct CAP-Scan is reproduced in Annex 1.

[2] Mauritania, Niger, Senegal, Malawi, Sierra Leone and Kenya were the first six African countries to conduct CAP-Scan. Other exercises took place in Europe and Central Asia.

I.   Preparation of the Assessment

A. Facilitation of the CAP-Scan Exercise

The CAP-Scan was conducted in Ghana under the leadership of the National Development Planning Commission (NDPC) which appointed a focal point who coordinated the whole self-assessment, with support from an international consultant and the World Bank's Results Unit. Specifically, the three following types of actors played a major role in the CAP-Scan:

- **CAP-Scan Task Force.** Made of senior civil servants from the NDPC. This team planned the process, secured resources and identified timelines. The team reports to the Director General in NDPC. The Task Force communicated with ministries and development partners to generate the national support and ownership for the exercise and identify capacity challenges. The task force provided administrative support and hosted the entire process.

- **Sector Groups.** Ministers and Permanent Secretaries designated a group of around five representatives from their own sector to participate in the entire exercise. Participants came from a mix of senior level technical and managerial positions.

- **Focal Points.** Each sector appointed a Focal Point in charge of facilitating group discussions throughout the exercise toward reaching consensus on scores and providing conceptual guidance on capacity status in terms of service delivery.

- **Rapporteurs.** At least one participant from each sector was responsible for noting down the capacity scores and justification for these.

B. Adaptation of the Tool

Before the three-day exercise, the CAP-Scan Task Force, as well as development partners, tailored the tool to the Ghanaian economic and political context. Most of the changes are minor, clarifying wording issues and ensuring that the name of institutions would be understood in Ghana. A results component in the Planning and Budgeting pillar, focusing on the percentage of donor funding vis-à-vis the total expenditure budget of line ministries has been removed as it was unclear how this could effectively inform the overall assessment.

C. Training of Participants

All participants were trained to the basics of MfDR and the CAP-Scan methodology to ensure effective understanding of the tool and concepts, as well as good group discussions during the assessment. This also equipped them with the requisite skills to roll out the CAP-Scan tool to other sectors and local councils. This training which occurred on June 7, 2011, followed the opening ceremony, attended by representatives from the Government, as well as from the international development community, the civil society, and sector participants. Statements were made from Government and

Development Partners. A brief overview of MfDR concepts and the CAP-Scan was presented.

D. Scope of the Assessment

The assessment targets the following public ministries falling within the strategic priority areas of GoG's 2010-2013 GSGDA:
- Education;
- Finance and Economic Planning;
- Ghana Statistical Service;
- Health;
- Local Government and Rural Development;
- National Development Planning Commission;
- Roads and Highways;
- Food and Agriculture;
- Women and Children.

The NDPC was included in this assessment, due to its national coordinating function for all sector-specific and Government-wide development plans. Though the coverage of the assessment focuses on selected central government bodies only, it is expected that the knowledge transfer which occurred during the CAP-Scan will enable other central sectors and local bodies to roll out the tool in their own constituencies and organizations. More than fifty participants took active part in the exercise.

II. Assessment of MfDR Capacity

A. Methodology

Sectors scored their capacity and the extent to which they have put in place MfDR-related practices and structures, using the CAP-Scan measurement framework. Each sector determined whether it was currently in the:

- Awareness level, recognizing the need to implement MfDR in the sector, with no concrete action conducting to date;
- Exploration stage, taking actions but in the context of limited means to effectively implement a given strategy;
- Transition stage, advancing with the effective use of MfDR practices;
- or in the full implementation of MfDR practices

The definition for each stage is reproduced in Annex 3. These stages range on a four-point scale divided into 0.25 increments, with zero being the start of the awareness level and four the complete full implementation. Supporting explanations were provided for each score by sectors based on evidence as contained in official documents, reproduced in Annexes 4 and 5.

The overall national score has been obtained through averaging the scores of the nine sectors, rather than through an agreement by all sectors on a national score. Due to time constraints, it was chosen to focus on allocating more time to designing the action plan, as opposed to reaching consensus among sectors on the national score. Below is an explanation of the process.

The following sub-sections present the results as they were generated during the self-assessment. It provides an overview of the results by participating public sectors, presents the overall national score and a detailed analysis by MfDR pillars.

Figure 2: Sectors Involved in Determining the National Score

B. Results by Sector

The first step of the assessment was for each sector to self-administer the CAP-Scan to itself. Ministries of Finance and Economic Planning, Educationand Health ranked highest in terms of MfDR capacity scores, with respectively 2.6, 2.6 and 2.5. These three sectors are in transition phase in terms of applying MfDR principles, as well as the Ministry of Road and Highway. The sectors with the lowest scores are three institutions with strong coordination mandate: the National Development Planning Commission, Local Government and Rural Development and Food and Agriculture. The average capacity score by sector is reproduced just below, whereas further below is detailed the results by sector for each pillar.

Figure 3: Average Capacity Score by Sector

Sector	Score
Women and Children	2.1
Road and Highway	2.3
National Development Planning Commission	1.7
Local Government and Rural Development	1.9
Health	2.5
Ghana Statistical Service	2.1
Food and Agriculture	2.0
Finance	2.6
Education	2.6

Scale: 0 Awareness — 1 Exploration — 2 Transition — 3 Implementation — 4
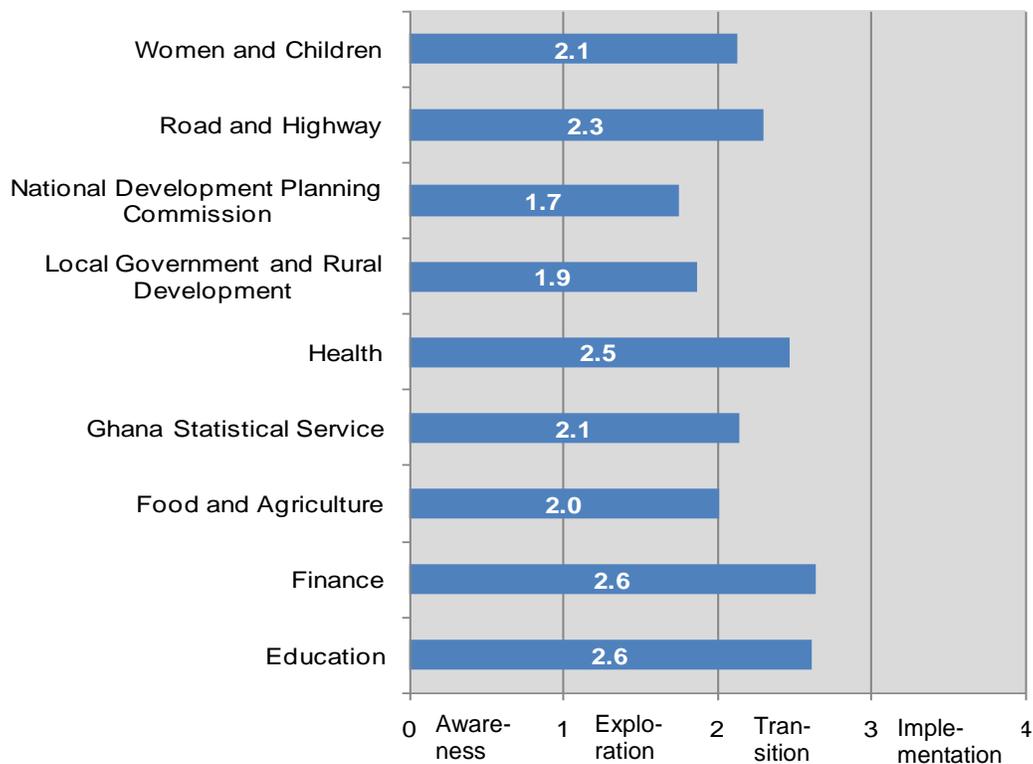
Strengths in applying MfDR-related practices exist among sectors in specific areas. For instance, results-oriented framework in ministries was ranked fairly high by all sectors, and even higher by the Ministries of Education and Finance and Economic Planning. This 2.6 average score stems from the government's actions to implement results-based management approaches in all sectors. Other ministries that scored fairly high were Ministry of Health and Ministry of Roads and Highways.

In the majority of sectoral ministries the dimension of "Alignment with Partners on National Priorities" appears to be effective; however, this is not the case in the Ministry of Finance and Economic Planning, which is a ministry that covers the entire

Government-spectrum A similar example was identified with the dimension "Harmonization of Information Requested by Development Partners".

Finally it is worth mentioning that all sectors identified the role of the Audit Institutions as fairly independent, except the Ministries of Health and Roads and Highways.

Common weaknesses have also been identified in specific results areas for all sectors. The inadequate capacity to analyze statistical data for forecasting purpose was assessed by all sectors, but two, as a very weak component in the country's capacity to manage for development results. The capacity to have an administration geared toward development results, as well as the integration of M&E systems for decision making are scored fairly low too. The following dimensions were also scored quite low: participation of non-state actors in budget preparation, system for measuring user satisfaction, data quality assessment, the alignment of partners on national priorities, as well as coordination amongst them and data disaggregation and capacity for modeling. Some sectors have also weaknesses in their MfDR capacity unique to themselves.

One of NDPC's major interests in conducting the CAP-Scan was related to the need to assess the leadership for results throughout the Government. Indeed, most of the sectors found out weaknesses in three out the seven dimensions. Those three dimensions are linked altogether: human resource management, change in management, and responsibility and delegation at the level of senior official of the public administration.

Table 2: Capacity Scores by Sector for Each Pillar

MfDR Pillar / Sector	Planning and Budgeting	Monitoring and Evaluation	Statistics	Leadership	Accountability and Partnerships	Sector Average
Education	2.74	2.43	2.43	2.64	2.83	**2.62**
Finance	3.07	1.54	2.75	2.82	3.04	**2.64**
Food and Agriculture	1.61	2.31	1.39	1.93	2.83	**2.01**
Ghana Statistical Service	1.54	1.54	2.79	2.04	2.83	**2.15**
Health	2.25	2.82	2.71	2.00	2.54	**2.47**
Local Government and Rural Development	2.04	1.21	1.14	2.25	2.71	**1.87**
National Development Planning Commission	0.82	1.14	2.14	2.18	2.46	**1.75**
Roads and Highways	2.46	1.54	2.36	2.39	2.75	**2.30**
Women and Children	2.11	1.89	1.75	2.57	2.33	**2.13**
National Average by	**2.07**	**1.82**	**2.16**	**2.31**	**2.70**	**2.21**

Pillar						

C. Results by MfDR Pillar

Ghana was rated on average to have entered the transition phase in its MfDR capacity and implementation of MfDR-related strategies with an average score of 2.2 on a 4-point scale, as detailed in Figure 4. The country's main strength, according to the self evaluation and results, lies in the implementation of reforms in the accountability and partnerships area, as well as in the Statistics for results area, with capacity scores of respectively 2.7 and 2.2. All pillars, but the two focusing on leadership and M&E, are in transition phase. The country is scored the least in the "leadership" MfDR pillar with an average capacity score of 1.5, in the exploration phase. The following sub-sections provide an explanation of the government-wide scores for each MfDR pillar and are structured in the same order as the exercise was conducted. Detailed scores and justifications for each component by sector are reproduced in annexes 4 and 5.

Figure 4: Results at National Level by MfDR Components

Component	Indicator	Value
1. Planning and Budgeting	Budget consistency with national priorities	2.6
	Budget preparation based on objectives and results	2.0
	Participation of non-governmental actors in budget planning..	1.3
	Intra-departmental coordination	2.3
	Inter-sectoral coordination	1.5
	Results management framework	2.2
	Donors link programming to results	2.6
2. Monitoring and Evaluation	National Planning geared to development results	2.6
	Capacity for monitoring and evaluation of public policies	2.2
	Information system and decision-support tools	1.3
	System for measuring user satisfaction	1.2
	Administration performance geared to development results	1.8
	Harmonization of information requests by Development..	1.8
	Integration of M&E systems for decision making process	1.9
3. Statistics	Statistics strategy and plan	2.1
	Data disaggregation	2.1
	Extent of data	2.2
	Data quality assessment	1.7
	Capacity for conducting and exploiting country-wide surveys	2.8
	Capacity for analysis and modeling	1.8
	Performance Measurement	2.7
4. Leadership	Commitment	2.3
	Clarity and articulation of development orientations	2.8
	Participation of non-state actors	2.9
	Responsibility and delegation at the level of senior officials of..	2.3
	Integration of the decentralization dimension	2.5
	Change in Management	1.7
	Human Resources Management	1.7
5. Accountability and Partnerships	Independence of the higher Audit institutions	2.5
	Parliament's role in oversight of Government action	2.6
	Media independence	3.1
	Public access to results	2.7
	Coordination among DPs	2.8
	Alignment of partners on national priorities	2.6

1. Planning and Budgeting—Scored 2.1

Figure 5: Government Score in Planning and Budgeting
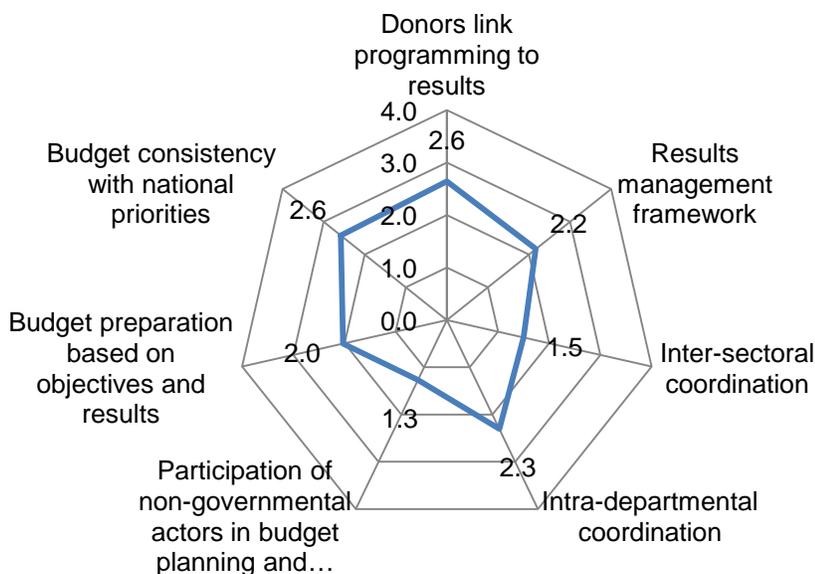
1.1. Budget Consistency with National Priorities – 2.6

Budget allocations are only consistent with sector strategies in a limited number of sectors, i.e. Ghana Statistical Services (GSS) and the Ministry of Local Government and Rural Development (MLGRD) are structured along the four sub-programs of their strategies. Others, such as the Ministry of Food and Agriculture, do not have their budget organized around key areas. Quote: "Guidelines are used in planning according to national priorities. However, there tends to be deviations in implementation at all levels." Beyond sector-specific strategies, ministries have aligned their budgetary process to the Medium-Term Development Plan. In some sectors, expenditures are allocated to respond to emergencies and are taken out from already budgeted activities, hindering the ministries' ability to deliver against their plans.[3]

1.2. Budget Preparation Based on Objectives and Results – 2.0

Some ministries conduct an overview of the previous year's budget based on the achieved results. An account of the results achieved through the previous year's budget is prepared as part of the next budget preparation. The NDPC now publishes an Annual Progress Report (APR) before the new budget cycle except for 2011 where the process has been delayed. MDAs are invited to present how previous allocations were executed, on baselines and targets, as well as their achievements. Ministry of Finance and Economic Planning (MoFEP) gave them the opportunity to respond to the question why failed to meet some of the targets.

---

[3] Point 4.0 Budget Management of Guidelines for the 2011-2013 Budget Preparation, page 13. Prepared and Issued by Ministry of Finance and Economic Planning.

As opposed to some African Countries that use Annual Public Expenditure Reviews (PERs), Ghana conducted these kinds of policies throughout Annual Progress Report (APR) to assess whether the targets have been met and funds adequately utilized. It is unclear the extent to which the information provided by the APRs inform the budget preparation to allocate resources based on each department's results and objectives. NDPC claims that all ministries make their budget decisions based on strategies to reach their goals, but budgets are often slashed making it difficult for targets to be achieved. In the Ministries of Health and Education, it was found that some activities are rolled out over to the following quarter/year because funds are not released on time.

1.3. Participation of non-governmental actors in budget planning and preparation – 1.3
Stakeholders consultations exist in most sectors, but occur once the budget has been prepared, not beforehand. Some ministries invite Civil Society Organizations (CSOs) related to their sector. For example the Ministry of Finance and Economic Planning (MoFEP) invites the following organizations to participate in the budget preparation process: Ghana National Education Coalition, Social Enterprise Development SEND Foundation, Institute for Democratic Governance (IDEG) and CDD. The budget is also published in newspapers. MoE invites CSOs to participate in budget reviews, Multi-Donor Budget Support (MDBS), Consultative Group (CG), etc. Ministry of Education (MoE) is not able to reach out to regions. As a result, only few representatives are able to provide inputs. On the other hand, NDPC considers that provisions are made for participatory planning and budgeting. However, contributions from different stakeholders in the participatory planning process are usually not considered.

1.4. Intra-Departmental Coordination – 2.3
Within the Ministry of Finance, all plans must be based on the National Action Plan (GSGDA). Each of its divisions contributes to the budget preparation process, which demonstrates a strong level of coordination. On the other hand, GSS states that even though all departments submit their budgetary needs to the committee, there is no meeting to finalize the budget. Overall, intra-departmental coordination varies from high in the Ministry of Education and the Ministry of Local Government and Rural Development to low in NDPC and the Ministry of Food and Agriculture.

1.5. Inter-Sectoral Coordination – 1.5
Coordination across sectors is recognized as weak even though systems are in place. Each sector has its budget and goals. However, there is no inter-sectoral coordination in the budgetary process. As the NDPC states, "divisions understand the importance of coordination during budget preparations. However, there is weak coordination in budgeting for inter-sectoral programmes." Most sectors recognize that NDPC and MoFEP are in charge of reviving this cross sector coordination. MoFEP also recognizes that budget allocations are made based on the presentation of their results, and that coordination is at the exploration level in tackling cross-cutting issues like climate change, HIV/AIDS and gender. Overall, ministries in the social and infrastructure sectors consider that there is a reasonable level of coordination. Major social interventions are undertaken with the key involvement of all relevant sectors (e.g. Ghana Urban Transport Project involves Ministry of Roads and Highways (MRH), Ministry of Transport (MoT),

Ministry of Local Government and Rural Development (MLGRD) and a number of Metropolitan, Municipal and District Assemblies (MMDAs)). An integrated transport plan has been developed to guide the medium to long term plans of the transport sector.

1.6. Results Management Framework – 2.2

The NDPC has been progressively introducing to MfDR and will follow its concepts in future planning. Most ministries utilize an outcome-based focus when planning. The implementation of planned activities is monitored. For instance, in Food and Agriculture, Health, and Roads and Highways, the results-based framework is still a work in progress. In other areas such as Finance, GSS, and NDPC, work is being carried out to apply these MfDR principles. The Ministry of Health is probably one of the institutions performing with good level of progress since it has, through the sector-wide approach (SWAp), developed a holistic assessment tool that is used to assess performance of the health sector. This is based on a sector wide monitoring framework[4].

1.7. Donors Link Programming to Results – 2.6

NDPC clearly states that donors link their funding decisions based on previous targets achieved by government units while GSS feels that donor funds are not always released based on development results. Sectoral ministries acknowledge that work programs and decisions for funding are based on performance. However, funds are withheld for non-achievement of triggers and targets. Within those ministries, donor funding is tied to the objectives to be achieved.

---

[4] To see additional information, see Monitoring and Evaluation Plan for MOFEP MEDIUM TERM DEVELOPMENT PLAN (2010-2013) Under The Ghana Shared Growth and Development Agenda (GSGDA) 2010-2013, Draft April 2011.

2. Monitoring and Evaluation—Scored 1.8

Figure 6**: Government Score in Monitoring and Evaluation**
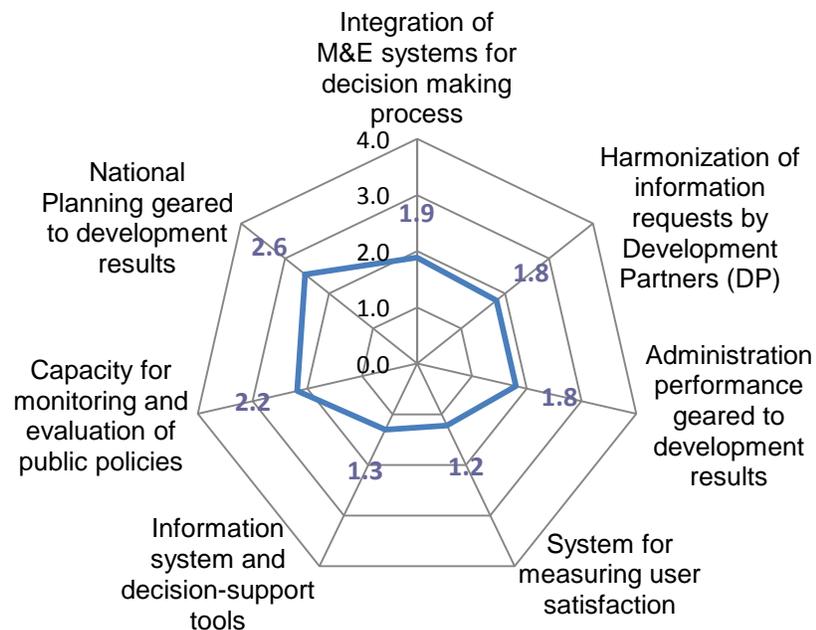
2.1. National Planning geared to development results – 2.6

MLGRD provides inputs to the NDPC for the APR preparation, as well as to other ministries for their M&E framework. In the Food and Agriculture Ministry, information is collected annually and then used for policy planning and review. The Health sector also effectively implements its monitoring and evaluation system, and once a year a summit is held to review all results. However, GSS does not have the necessary funds to implement M&E effectively. Overall, the government's institutions assessed its capacity to monitor the implementation of plans as in the transition phase, which reflects an advanced level in the decision making process.

2.2. Capacity for monitoring and evaluation of public policies – 2.2

Even though most ministries have an M&E division or unit, there is still a lack of trained staff and logistics which constrains analytical capacity. Information is available in institutions. However, this information is not processed into readily usable knowledge for decision making process. There is a high level of competence among senior staff at the NDPC[5]. Health data generation and management are currently done manually which affects the timely availability of data for decision making. The Ministry of Health has recognized this problem and is piloting a web based health information management system that provides real-time data. This is being supported by the WHO. On the other

---

[5] As it was already referred in previous chapter, NDPC has prepared and is using the Monitoring and Evaluation Plan for MOFEP MEDIUM TERM DEVELOPMENT PLAN (2010-2013) Under The Ghana Shared Growth and Development Agenda (GSGDA) 2010-2013, Draft April 2011.

hand, the M&E department of the Ministry of Roads and Highways is developing capacity to undertake comprehensive monitoring and evaluation of sector plans and programs. The Ministry has over the years monitored the outputs and activities, while consultants have conducted outcome and impact assessments. As it can be noted, M&E capacity is half way through being a solid process in Ghana.

2.3. Information system and decision-support tools – 1.3
There is a lack of IT systems within the ministries, and the Ghanaian M&E systems are missing the necessary tools for effective M&E activities. In the Women and Children sector, MOWAC has experienced constraints with data collection. Therefore, the Ministry has just set up a Research Statistics Information Management (RSIM) unit within the Ministry to collect data. According to the MoF, not all MDAs have tools to carry out effective M&E. Likewise the NDPC thinks that some data, but not all, are captured in the Ghana Info Database. It is important to note that some development partners like the World Bank and DFID are providing support to strengthen IT systems.

2.4. System for measuring user satisfaction – 1.2
The stage of this dimension is fairly weak, since it was scored at the awareness level. Within GSS there is a customer satisfaction system in place to ensure accessibility of data, however, it is being developed to capture the number of users and to receive feedback on their data. At the NDPC, a committee exists to prepare a Citizens Assessment Report biannually. In education, interviews, national surveys and other research methods are used to understand customer satisfaction. However, in other ministries, such as Finance, Local Government and Rural Development, and Roads and Highways, no formal system is in place. Those ministries deal with complains on an ad-hoc basis. Finance does plan to include a survey next year including questions on Ghanaian's perception of taxes, and other matters. However, the system for measuring user satisfaction with a view to including the generated information into the decision making and decision planning is missing.

2.5. Administration performance geared to development results – 1.8
When asked how performance information is used to improve the Administration for better development results, ministries responded that they have different levels of capacity. MOFEP pointed out that some MDAs, including Ministries of Education, Health and Agriculture have factual information in place, while others are in the process of perfecting theirs. On the other hand, the NDPC considers that M&E information is not used to improve the achievement of development results, whereas the Ministry of Roads and Highways has laid out objectives and strategies based on which all activities are planned. All outputs are monitored and coordinated by various departments. The well structured M&E system is still being structured.

2.6. Harmonization of information requests by Development Partners (DP) – 1.8
Ministries are aware of the importance of information harmonization, but very few actually have a system in place to that effect. Only GSS has a working group in place. This lack of harmonization may be attributed to the varied reporting formats requested by

donors, which makes reporting cumbersome. In some instances, harmonized formats are often overridden by new DP requests.

2.7. Integration of M&E systems for decision making process – 1.9
According to several Ministries and GSS, M&E systems do not function properly due to a lack of resources. In Ministries where systems exist, policy makers do use the generated data for decision making. For instance, in the Ministry of Food and Agriculture, a sectoral M&E system exists, though projects still have their individual M&E systems. Project information is aligned and integrated into the sectoral information system. Also, in the Ministry of Health, integrated M&E reports are discussed at Sector wide meetings and implementation of findings and recommendations are made mandatory for any agency and or directorate.

3. Statistical Capacity—Scored 2.2

Figure 7: Government Score in Statistics
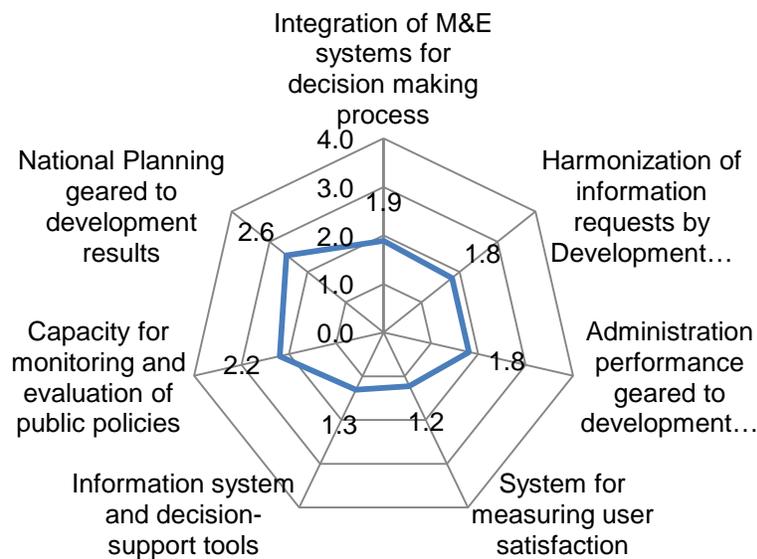
3.1. Statistics strategy and plan – 2.1

The Ghana Statistical Service (GSS) is in charge of managing and coordinating the national statistical system. The 2010 Population and Housing Census (PHC) has been carried out and preparations are underway to carry out Multi-Indicator Cluster Survey (MICS4), Agriculture Census and Transport. Within the Ministries of Finance, Education, and Roads and Highways, statistics units exist and are used for planning purposes. Specifically, in Roads and Highways, the Ministry has a strategy for the management of statistics. Data is collected annually and published. The Research Statistics and Information Management Department has over the years compiled statistics on all aspects of the Ministry and its agencies' operations. The department also collaborates with the Ghana Statistical Service to conduct various surveys. The collected data is stored in the Transport Indicators Data Base System. The Ministries of Health and Food and Agriculture are unable to collect statistics due to budgetary constraints. In the Ministries where a statistics unit does not exist, efforts are being made to establish them. For instance, within the Local Government and Rural Development Ministry, plans are underway for a Statistical and Research Unit.

3.2. Data disaggregation – 2.1

Overall, Ministries disaggregate their data in terms of geographical location such as national, regional, and district levels. Within the GSS and MOWAC, publications and data disaggregation with a gender focus exist. The government through the GSS has a wide range of capacities, including data disaggregation, and subscribes to the General Data Dissemination System (GDDS) and the UN principles of official statistics. The health sector also has research units with capacity to disaggregate data.

3.3. Extent of data – 2.2
Within GSS, some data are lacking, but the ones needed for the budget process are available. Other information systems like Ghana Integrated Financial Management Information System (GIFMIS), Ghana Community Network Services (GCNET), Customs Division (formerly called CEPS) , Integrated Personnel and Payroll Database (IPPD), Commonwealth Secretariat for Debt Recovery and Management System, supply data to GSS. There are, however, few data gaps. Within the Local Government and Rural Development Ministry, primary and secondary data are available. However, data quality is questioned. With NDPC, there is data for most indicators but staff capacity for processing is inadequate. Even though a GSS website and Ghana info platform exist, challenges remain in terms of data timeliness.

3.4. Data quality assessment – 1.7
Attempts are now being made for all institutions to use the Data Quality Assessment identified in the Ghana Statistical Development Plan. Data is double checked internally, within ministries, but most often no system exists. For example, in the Ministry of Food and Agriculture, data is routinely collected, but there is no formal system for checking data quality. However, during data collection process attempts are made to cross check data from various enumerators. This result component was scored as at the exploration stage.

3.5. Capacity for conducting and exploiting country-wide surveys – 2.8
The GSS has the capacity to conduct country-wide surveys, and in fact, has conducted several country-wide surveys including the 2010 PHC. Other Ministries such as Health, Education and Food and Agriculture carry out regular surveys and include this information and findings in their planning. The Ministry of Roads and Highways taps into the national surveys conducted by the Ghana Statistical Service and utilizes the results of these surveys for sector development plans.

3.6. Capacity for analysis and modeling – 1.8
There is limited capability among the majority of the Ministries to collect data and perform forecasting models. This may be attributed to a lack of financial resources, and, in some instances, of interest. Within the Ministry of Education, software programs are used for forecasting. However, in other social ministries, the capacity is there, but not utilized. This is contrasting with the Ministry of Finance, where Public Services Commission (RSD) and ERFD (formerly, PARD) are in charge. Likewise, GSS publishes time series data on Consumer Price Index (CPI) and also projects population estimates after releasing the final census report. According to NDPC, GSS has the capacity to do statistical analysis and modeling as well as other MDAs. However, not all sectors are adequately staffed. Hence, there is a need to increase staff.

3.7. Performance Measurement – 2.7
The extent to which performance measurement is available and used for decision making process varies from ministry to ministry. For example, MoF thinks that MDBS and CG meetings could be used for assessment and decision making. In the MoE, the available information is used to undertake annual reviews of the education sector performance for

decision making. In the MLGRD, some units use performance data for decision making, whilst most units do not adhere to that. The NDPC does not use performance data for effective decision making, but managers with the Ministry of Roads and Highways rely a lot on annual performance data for decision making. The Annual Review Report and the Statistical Report provide information for planning, programming and budgeting.

4. Leadership—Scored 2.3

Figure 8: Government Score in Leadership
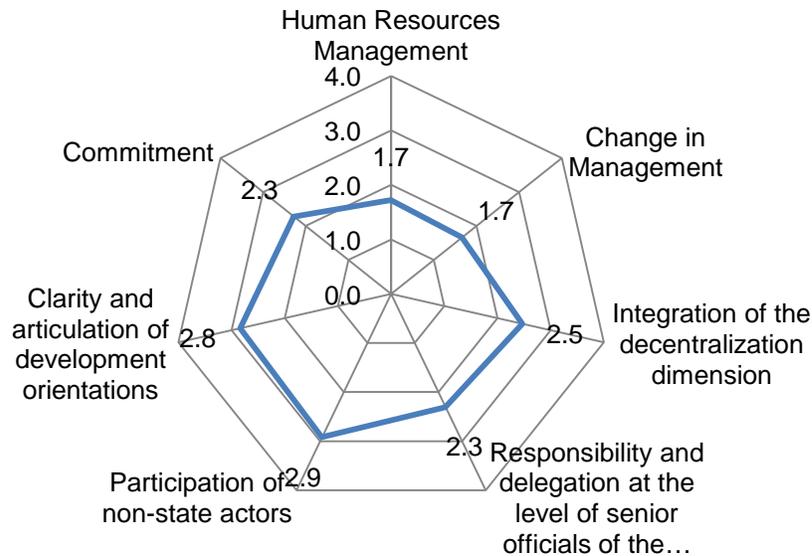
4.1. Commitment – 2.3

Senior Government Official of all Ministries are strongly committed to implement and use results-based approaches. The need for program-based planning is recognized. In many ministries, staff support MfDR initiatives do not implement its concepts. However, it is important to highlight the example of the Ministry of Roads and Highways, where annual objectives have to be achieved by all directorates. To that end, managers sign performance contracts to achieve the set objectives and members of staff are to work with the managers to achieve the objectives. The Ministry is also working towards a comprehensive monitoring system to monitor the results at all levels of the organization.

4.2. Clarity and articulation of development orientations – 2.8

Ghana Shared Growth and Development Agenda (GSGDA) 2011-2013 and the Medium Term Development Plan (MTDP) form a clear map for the development of Ghana. The GSGDA clearly sets out targets, indicators and outputs to be achieved over the timeframe. Sectors also have their own plan, mentioning goals to achieve, which are derived from the GSGDA, the country's blue print for development. A good proof of that is how the MLGRD addresses this situation: the Sector Medium Term Development Plan clearly articulates outcomes, results and measurable targets which are in line with the GSGDA. Copies of the Plan are available and accessible to all stakeholders.

4.3. Participation of non-state actors – 2.9

Ministries in the social sector consult, to a large extent, non-state actors. MOWAC has been having public consultations with CSOs as part of the development of the sector's Budget Plan, Preparation and Launch of the Reengineering Action Plan, Committee on the Elimination of Discrimination against Women (CEDAW) plan, Sector Medium Plan. CSOs are represented on MOWAC's Boards, such as the Ministerial Board for Domestic

Violence. Another example is the Ministry of Health, where civil society organizations and the private sector participate in all discussions on critical health issues; for instance in this ministry the private sector has set up a private sector unit to help promote dialogue. The MLGRD has a solid legal framework to promote participation of CSO[6]. Public consultation and citizens' engagement in public affairs exist in policy design and planning.

4.4. Responsibility and delegation at the level of senior officials of the Administration – 2.3
Management gives young staff development opportunities. Trained staffs are encouraged to put what they learnt into practice. Motivation is also provided through improving the working environment of civil servants. The practice of delegation is embedded in the hierarchy, which clearly details roles and responsibilities for senior and middle level managers. There are clear job descriptions with key result areas for individual employees. Departmental and individual work plans are also prepared and derive from strategic plans. However, resistance exists in some ministries where some civil servants are very rarely promoted. Roles and responsibilities are provided and appraisal system exits, but not generally applied across the institutions of the public sector.

4.5. Integration of the decentralization dimension – 2.5
The GoG has a decentralization policy which is being implemented in all sectors at different pace. The extent to which sectoral ministries decentralize their activities is uneven. There is a participatory process in preparing sector strategies, but there are implementation challenges due to resource constraints and ambiguity in line of accountability. The extent to which collaboration with local authorities occur depends on leaders at either the local authority level or sector level. Decentralization requires time and political power. However, regional and local authorities are committed to achieving development results.

4.6. Change in Management – 1.7
The government provides career opportunities for staff. No plan exists on this. Resource constraints prevent financial incentives. There is continuous capacity building efforts towards result-based management. Various categories of staff in all ministries are given various trainings based on their line of work and future aspirations. However, there is no national plan for structured capacity building.

4.7. Human Resources Management – 1.7
Top Management has skills and knowledge in MfDR. However, ministries are yet to formulate human resources development plans geared towards enhancement of staff performance. Some ministries have an annual training program and undertake appraisals for staff, but there is no effective recruitment policy. Performance evaluation at the individual and at the institutional level is still something that needs to be improved. Overall, Staff appraisal systems exist, but are not effectively applied.

---

[6] The Local Government Act 462, 1993, National Development Planning System Act 480, 1994, Local Government Service Act 656, 2003, mandates the Ministry to ensure Civil Society Organizations participation in some policies and planning formulation, implementation of programmes and projects. They therefore partner the Ministry to achieve results and provide some feedback for policy change.

5. Accountability and partnerships—Scored 2.7

Figure 9: Government Score in Accountability and Partnerships
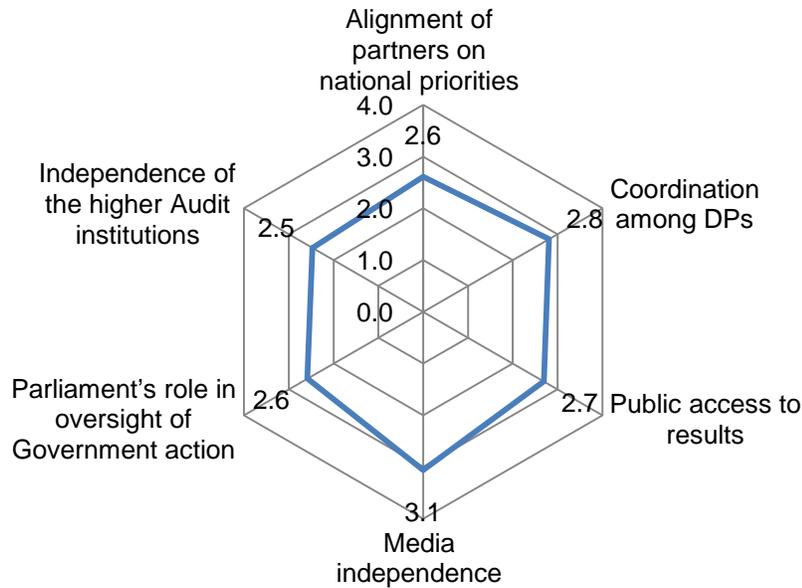
5.1. Independence of the higher Audit institutions – 2.5

There is a high level of independence between the audit institutions and the executive branch. According to the Ministry of Finance, the Internal Audit Act protects the Auditor General (A-G). The 1992 Constitution spells out the independence of the Judiciary, Audit Service and Accountant General. Within the Local Government and Rural Development Ministry, the establishment of institutions – such as Public Accounts Committee by Parliament and the Internal Audit Service, Ghana Audit Service, the 1992 Constitution of Ghana, the Financial Administration Act, the Public Procurement Act, Act 663 etc. – relates to the fact that control institutions like the Judicial Service are autonomous and independent. The MOWAC deems that independence is hard to achieve because staff of independent institutions rely on the Government for their appointments, promotions and salaries.

5.2. Parliament's role in oversight of Government action – 2.6

The Parliament's role is active in overseeing Government actions in Ghana. All Ministries coincide that Parliament, with powers derived from the 1992 Constitution of Ghana, has a comprehensive structure to oversee Governments business with all seriousness it deserves. Additionally, as NDPC states, Parliament used the 2008 Annual Progress report to exercise its oversight responsibilities. Within the Parliament, there is a Select Committee for each Ministry to approve the Ministry's budget, give advice on policy, and monitor activities.

5.3. Media independence – 3.1

The Ghanaian Constitution allows for the freedom of the media. There is no censorship of the media, and the Criminal Libel Law has been repealed. The National Media Commission acts as an arbitrator in matters of media. The media is vibrant in the country.

5.4. Public access to results – 2.7
There are a number of outlets by which information is disseminated to the public, ranging from Town Hall Meetings, Meet-the-Press sessions, Policy Fairs, State of the Nation addresses, and Information Services Mobile Vans. This will be further enhanced when the Right to Information Bill is passed. The radio and TV news and shows also complement the dissemination of information. Websites of ministries are now available. There is also a data resource center being developed for public use which is linked to the Ghana Statistics Service.

5.5. Coordination among DPs – 2.8
Coordination amongst the ministries in Ghana and DPs is prevalent and relevant to effective outcomes. The Local Government and Rural Development Division states that "multi-donor budgetary support meetings allow for effective coordination between the ministry and the DPs to ensure that resources are utilized effectively and efficiently. Additionally, the development of M&E plans at the sector level for donor support justifies effective collaboration. The district development facilities under the ministry also ensure that donor partners and the ministry are working hand-in-hand." The NDPC recognizes there is regular interaction with the Development Partners at the MDBS, as well as at bilateral levels.

5.6. Alignment of partners on national priorities – 2.6
Even though the Ministry of Finance states that MfDR has not been implemented fully and that there is a general commitment and desire to have it practiced in Ghana, overall the other Ministries state that there is a high level of interest by DPs to ensure the National Program objectives are met. Mechanisms (MDBS, PDMG) to promote mutual understanding exist between GSS and DPs, but more work has to be done to ensure complete alignment.

III. Government-Wide MfDR Action Plan

A. Methodology

The CAP-Scan action plan is designed for the entire Ghanaian public sector. It includes all participating sectors. It is expected that this action plan will feed into the current "Ghana Shared Growth and Development Agenda (GSGDA) 2011-2013 or Medium Term Plan (MTP).

The process to design the CAP-Scan Action Plan was twofold. First, the participants were divided in five groups, and assigned to work on one MfDR pillar per group. Second, a plenary session was organized to discuss the findings from each group and benefit from all represented institutions' inputs, resulting in an action plan fully developed by the participating government officials.

The components addressed as part of the action plan design were identified based on the results of the self-assessment and based on the priority areas for MfDR in the Ghanaian public sector. It focuses only on new and results-focused activities, as opposed to already planned activities.

Groups used a framework to provide information on the MfDR components targeted in the action plan, which mentions: the objective to achieve, the score or baseline obtained during the assessment, the targeted score to attain, the time required and responsible institutions.

In most cases, targets were discussed in terms of moving from one MfDR stage to another, following the CAP-Scan measurement framework. The time needed to complete the activities spans from one to three years. Progress made toward reaching the targets could be measured through repeat CAP-Scan exercises. In the action plan presented below, each action is numbered in line with the numbering of MfDR components in the CAP-Scan measurement framework.

These dimensions, if improved, could have great multiplier and reinforcing effects on other areas thereby improving the overall country capacity to manage for results in the foreseeable future. Table 2, which starts on the next page, presents the national action plan.

B. Action Plan by MfDR Pillar - Table 3: National MfDR Action Plan

Dimension and related activities, by pillar	Objective to be achieved	CAP Scan Baseline Score	CAP Scan Target Score	Estimated implementation completion month/year	Responsible person's designation
Action Plan					
1. Planning and Budgeting					
Inter-sectoral Coordination 1. Train staff of MDAs /MMDAs on programme budgeting 2. Strengthen inter-sectoral collaboration for effective planning and budgeting at all levels through stakeholders fora, seminars, etc. 3. Create awareness on programme planning and budgeting process through sensitization workshops, media and seminars among all stakeholders	To consistently articulate the instruments of planning and budgeting (MTEF/Progamme Budgeting) among all sectors	1.5	4.5	2011-2013	MoFEP
1.2 Intra-sectoral Coordination 1. Organize sessions with cost centers within MDAs and MMDAs on programme budgeting and planning 2. Harmonise sector Annual Action Plans and Budgets	To ensure consistency and uniformity in programme budgeting and expected results within MDAs /MMDAs.	2.3	3.75	2011-2013	MoFEP

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**

Budget preparation based on objectives and results
 	
    1. Request for Sector Medium Term Plans and Annual Progress Reports from MDAs /MMDAs prior to budget preparation
    2. Issue programme budgeting guidelines to MDAs /MMDAs
    3. Issue Results Based Templates to MDAs /MMDAs
	To ensure that all MDAs /MMDAs prepare results oriented plans and budgets ie performance based budgeting	2	4.5	2011-2013	MoFEP, NDPC, MDAs, MMDAs

Participation of non-governmental actors in planning and budgeting
 	
    1. Create a platform to involve NGOs at the budget performance review level through Workshops
 	
    2. Disseminate the final budget documents to NGOs through websites, MOI via the use of Info. Vans, etc
	To deepen the involvement of NGOs in the programme budget preparation process at all levels	1.3	3	2011-2013	MoFEP, NDPC, MDAs

Budget consistency with national priorities 1. Review National Development Plans/Priorities	To ensure budgets are prepared in tandem with national priorities	2.6	4.75	2011-2013	NDPC

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**
Donors link programming to results 1. Increase the number of DPs to include the BRICs 2. Strengthen the Sector Working Groups to ensure that Donors effectively link programming to results	To deepen the relationship with DPs through MDBS and Consultative Group Meetings	2.6	3.75	2011-2013	MoFEP
2. Monitoring and Evaluation					
System for measuring user satisfaction 1. Develop the tool for conducting client satisfaction surveys 2. MDAs to review and adapt standard client satisfaction survey tools 3. Conduct client satisfaction surveys (Number of MDAs conducting client satisfaction surveys; Number of MDAs with user satisfaction scores) 4. Review and disseminate survey results	Establish a standard for measuring customer satisfaction in all MDAs	1.2	3	2012-2013	NDPC

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**

Information system and decision-support tools
 	
    1. Assess existing ICT infrastructure in all MDAs/MMDAs (Baseline report on ICT infrastructure in MDAs/MMDAs)
 	
    2. Develop adequate ICT infrastructure in all MDAs/MMDAs (Number of MDAs/MMDAs with adequate ICT infrastructure, Availability of timely, accurate and reliable data)
 	
    3. Coordinate ICT efforts in all MDAs/MMDAs
	Institute MIS-based M&E system	1.3	2.5	2012-2013	Ministry of Communication and NDPC

Capacity for monitoring and evaluation of public policies
 	
    1. Develop a national M&E policy
 	
    2. Build capacity for M&E at all levels (Skills and competencies for M&E developed)
 	
    3. National M&E policy developed
	Strengthen the national M&E system	2.2	4	2012-2013	NDPC

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**
3. Statistics					
Statistics Strategy and Plan 1. Establishment of a Statistics Plan linking it to the GSDP in all MDAs 2. Increase awareness of MDAs to GSDP through public information schemes 3. Increase support for the establishment and functioning of an RSIM Unit in all MDAs	Strengthen Statistics to support evidence based decision making in MDAs.	2.1	3	2012 - 2014	GSS,MDAs
Data Disaggregation 1. Disaggregate survey and institutional data by gender, locality, age 2. Building capacity of decentralized statistics units through training	Strengthen Statistics to support evidence based decision making in MDAs.	2.1	4	2012 - 2014	GSS,MDAs
Extent of Data 1. Design national policy for dissemination & access to data 2. Organize stakeholder's fora for discussing the dissemination strategy	Strengthen Statistics to support evidence based decision making in MDAs.	2.2	3	2012 - 2014	GSS,MDAs

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**
Data Quality assessment 1. Design a national policy for data quality assessment tool 2 Train MDAs on the use of the tool 3. Monitor and evaluate the implementation of the tool on an annual basis	Strengthen Statistics to support evidence based decision making in MDAs.	1.7	3	2012 - 2014	GSS,MDAs
Capacity for conducting and exploiting country-wide surveys and analysis and modeling 1. Train RSIM Staff on statistical tools 2. Motivating Staff to retain them in the service 3. Equip RSIM with modern technology to conduct country-wide surveys and analyze them and model them	Strengthen Statistics to support evidence based decision making in MDAs.	2.8	3	2012 - 2014	GSS,MDAs, Training Institutions
Performance Measurement 1. Conduct data user satisfaction survey (clientele, other stakeholders)	Strengthen Statistics to support evidence based decision making in MDAs.	2.7	3	2012	GSS,MDAs

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**
4. Leadership					
Change in Management 1. 2011: Built consensus, id training areas, mobilising resources (target 2.25) 2. 2012: Mobilising Resources, Initiate, Capacity building activities (target 2.7) 3. 2013: Expand Capacity building activities (target 3.0)	1. To have a well informed and well educated workforce 2. To encourage that all institutions have a change management model	1.7	3	2011-2013	OHCS, PSC, CSO Governing body for coordination
Human Resources Management 1. 2011: National human resource needs base assessment (target 1.9) 2. 2012: Incorporate more practical /intern sessions into training (target 2.5) 3. 2013: Organisational structure in place, individual performance linked to selected results, written down assignments for positions, recruitment drafted and operationalised (target 3.0)	To have a comprehensive human resource development and management policy for direction	1.7	3.2	2011-2013	OHCS, GIMPA and MESW, other relevant stakeholders
Responsibility and delegation at the level of senior officials of the Administration 1. 2011-2013 Moving slowly due to change resistance management (annual target: 2.8, 3.1, 3.75)	To promote and encourage the practice of accountability and delegation	2.3	3.75	2011-2013	OHCS, GIMPA and MESW, other relevant stakeholders

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**
Commitment 1. 2011: Initiate draft of MfDR law (target 2.8) 2. 2012: Finalise legal processes (target 3.4) 3. 2013: Law in place and operational (target 3.6)	To ensure that MfDR widely within government	2.3	3.6	2011-2013	NDPC, OHCS, PSC, CSO
5. Accountability and Partnerships					
Independence of higher audit institutions 1. Resource PAC to increase oversight responsibility over Public accounts 2. Build capacity and resource Auditor General's department to ensure that comprehensive and timely public accounts are prepared 3. Strengthen internal audit agency to have staff to all MMDAs and MDAs 4. Build Capacity for procurement in MMDAs and MDAs 5. Implement Audit recommendations	Accountability and transparency of public sector improved	2.5	3	2011 - 2013	Parliament(PAC), Auditor General's,MMDAs,MDAs

Action Plan					
Dimension and related activities, by pillar	**Objective to be achieved**	**CAP Scan Baseline Score**	**CAP Scan Target Score**	**Estimated implementation completion month/year**	**Responsible person's designation**
Parliament role in oversight of Government action 1.Resource parliamentary select committees to conduct oversight responsibilities effectively and efficiently 2. Parliament should introduce legislation to influence budget	Oversight responsibility of Parliament improved	2.6	3.5	2011-2013	Parliament (PAC), MMDAs, MDAs
Public Access to Results 1.Implement E-Governance project 2.Organise quarterly town hall meetings and establish community FMs to dessiminate government PPPs 3. Parliament should pass the right to information bill	The general is well informed about governments PPPs to enhance their participation in development issues	2.7	3.75	2011-2013	MoI, MDAs, MMDAs
Alignment of Partners on national priorities 1. Intensify dialogue with DPs towards accepting country systems. 2. Build country accountability and reporting systems 3. MoFEP develop a clear action plan towards complete harmonization and alignment of donors to country's PPPs	Improved coordination and alignment of donor contributions to country programmes	2.6	3	2011-2013	MoFEP, NDPC, Presidency (Policy oversight and evaluation unit)

IV. Evaluation of the CAP-Scan Workshop

An evaluation of the CAP-Scan workshop was conducted at its end. 70% of the participants found the assessment from useful to very useful to Government of Ghana and almost 90% now have a clear idea of the needs of Ghana MfDR. Almost 80% of the 22 respondents to the questionnaire circulated at the end of the workshop believe the CAP-Scan will results in improvements in the Ghanaian ability to manage for development results, and half of the respondents mentioned that their sector will further move towards results-based planning and development. Almost 90% of the participants are confident that they are in a position to repeat the CAP-Scan without the assistance of an outside facilitator, using this exercise as a baseline for future iterations. The following chart provides a detailed overview of the evaluation results.

Figure 10: CAP-Scan Workshop Evaluation

CAP-Scan Workshop Evaluation
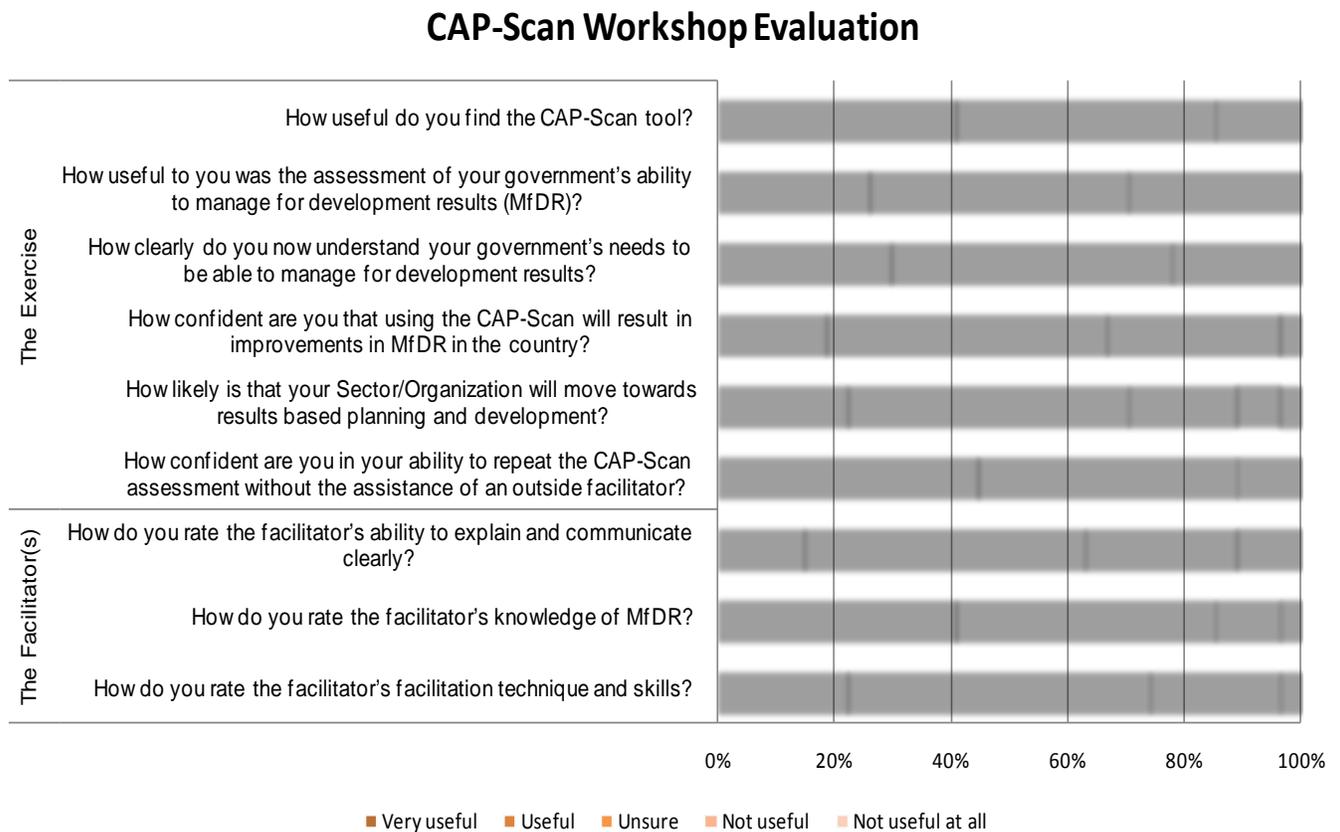
Annexes

Annex 1 – Expression of Interest from the Government of Ghana

NATIONAL DEVELOPMENT PLANNING COMMISSION

In case of reply,
The number and date of
This letter should be quoted:

My Ref. No. EP/143/064/02/50

Your Ref. No. ....

REPUBLIC OF GHANA

13 SWITCH BACK ROAD
P. O. BOX CT-633
ACCRA - GHANA

Telephone: (233 21) 77 30 11-3
Fax No.:   (233 21) 77 30 55 /46

MARCH 11, 2011

MANAGEMENT FOR DEVELOPMENT RESULTS (MfDR): CAP-SCAN

I refer to the above subject matter.

We hereby submit the Expression of Interest Request Form of MfDR CAP-Scan (see attached) for your consideration.

We hope the results of the CAP-Scan exercise can better strengthen the capacity gaps at all institutional levels to address and contribute to the improvement in the country to achieve its national objectives.

Counting on your usual support and cooperation.

**DR. REGINA O. ADUTWUM
(DIRECTOR-GENERAL)**

COUNTRY DIRECTOR
WORLD BANK
ACCRA

ATTN: ANDERS JENSEN

Annex 2 – The CAP-Scan Matrix for Ghana

1. Planning and Budgeting					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
1.1. Budget consistency with national priorities	1.1 Are the instruments of planning and budgeting (MTEF and Program-Budget) consistently articulated?	Government acknowledges that budget should reflect national political priorities, but it does not.	Government initiates process of outlining national priorities and providing a structure in the budget to address some of them, including costing and structure of the national plan.	Increasingly the budget is organized around national priorities (such as in a Development Plan) and funds are allocated according to those priorities	A transparent process is followed where national priorities are established transparently and budgets are allocated and spent according to those priorities.
1.2. Budget preparation based on objectives and results	1.2 Is budget allocation based on each department's results and objectives, taking into account the assessment of past results?	Although staff can discuss the importance of MfDR, in fact budgets are more the result of past expenditure patterns and political performance.	A small number of units make budgetary decisions based on progress against targets and resources needed to achieve results.	Most units base budgetary decisions on progress against targets (performance data) and resources needed to achieve results. Application may not be consistent across units.	Performance -based budgeting is the norm throughout government. Data are regularly gathered to support budgetary decision. Management occasionally reviews performance-based budgeting systems for continuous improvement.
1.3. Participation of non-governmental actors in budget planning and preparation	1.3 To what extent do non-governmental actors participate in the planning, budget allocation process and in results assessment?	Legal system provides for participation in planning and budgeting by legislature. No legal constraints exist to citizen participation in planning and budgeting processes. However, no real participation occurs and no formal structures support participation.	A limited number of structures have been established for legislative participation (such as a committee to review budget and certain planning functions) and citizen input (such as outreach for a poverty reduction strategy.)	Legislative review committees are more common, and some actively engage in the process in a mostly objective process that yields improved results. In certain sectors citizen in put is intense and government has responded to concerns in and planning through formal structures.	Virtually all significant planning and budgeting is subject to substantive Legislative review. Virtually all planning activities of significant scale are subject to citizen input through established structures.

1. Planning and Budgeting					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
1.4. Intra-departmental coordination	1.4 Does the preparation of the budget within a department reasonably correspond to objectives at the various levels?	While managers realize they must work together most organizational planning and budgeting is done in isolation. This is true within organizations (among departments) and across organizations (among different organizations.)	Some organizations work to align departmental objectives and budgets with overall results expectations. Some sectoral approaches are developed, with structures to support joint planning, budgeting and measurement approaches that span organizational boundaries.	Most significant sectoral efforts -- HIV/AIDS, envi–ronmental management, and poverty reduction, for ex–ample -- are pursed through integrated results processes and coordination structures to support them. Many minis–try results frameworks are based on cascading results management approaches at among departments.	Virtually all significant sectoral efforts are pursued through integrated results processes and structures to support them. Departmental planning and budgeting must demonstrate effective contribution to overall organizational results frameworks.
1.5. Inter-sectoral coordination	1.5 To what extent does coordination on the basis of inter-sectoral objectives play a role in budget preparation?	Although officials acknowledge the need for coordination, budget preparation of inter-sectoral programs is performed individually within each relevant Ministry, without any specific body to discuss it with other Ministries.	Some inter-sectoral approaches are in place, with structures supporting joint-planning and joint-budgeting among departments. The process remains cumbersome and is being resisted.	Most major inter-sectoral activities, such as social services, is led in an integrated approach with inter-sectoral objectives divided into goals for each Ministry. The governmental structure incorporates inter-sectoral coordination bodies.	Almost all of the major inter-sectoral programming, such as social services, is led in an integrated approach with inter-sectoral objectives divided into goals for each Ministry. The inter-sectoral coordination structures are sustainably sup–ported and have all the tools necessary for their mission.
1.6 Results management framework	1.6 To what extent your line ministry has a result oriented framework?	Managers understand the value of MfDR, but do not manage their portfolios accordingly.	A small number of managers apply MfDR practices, such as logical frameworks, results frameworks and other tools.	A real movement is under-way throughout government to practice MfDR. Some units resist the change, but substantial movement is under-foot. Most managers can articulate intended results.	The government is managed based on results. Managers can articulate intended results and adapt implementation -- based on results data -- to achieve those results.
1.7 Donors link programming to results	1.7 To what extent your ministry's donor funding is linked to programming by results?	Donors and government discuss MfDR, but donors do not link their programming to country results.	Some donors base at least some funding decisions on country performance against development results.	Many donors base funding decisions on country performance data. These data are used to provide technical assistance.	Results management provi–des a critical lens for dis–cussing funding and pro–grammatic decisions. Both donor and country expect funding decisions to be based on performance.

2. Monitoring and Evaluation					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
2.1. National Planning geared to development results	2.1 Are public policies subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	A National Development Plan -- with indicators and targets to track progress -- exists . However, data are generally not collected on progress.	Performance data are collected for some components of development plan -- such as health or poverty reduction -- but data are seldom used for decision making.	Government is committed to measuring progress against virtually all aspects of Development Plan. Progress may be somewhat uneven, but information is flowing through the system and used by many managers to improve implementation.	Performance data is systematically used to gauge progress of the Development Plan. Resultant analysis is increasingly used to inform current implementation and drafting of future Development Plans
2.2. Capacity for monitoring and evaluation of public policies	2.2 To what extent does the Administration possess adequate capabilities for ensuring monitoring and evaluation of public policies and national plan?	A minimal capacity for monitoring and for evaluation exists in key units; some key units have M&E Officers on staff.	A limited number of units have developed competency in monitoring or evaluation.	Government has a program to develop monitoring and evaluation capacities in all units. Some units are implementing the systems more readily than others.	All units have the appropriate level of monitorinig and evaluation capacity to support MfDR. Efforts are adequately funded and produce data that are used.
2.3. Information system and decision-support tools	2.3 To what extent does the Administration have adequate tools, IT in particular, to ensure monitoring and evaluation of the national development plan, public policies and use of factual data in decision-making?	Managers feel constrained by lack of data -- such as on outputs and outcomes; service quality; and overall program measures -- available to them to make programmatic decisions or judge progress against results.	Some organizations or departments are able to collect, manage and report on relevant management data. But, most have limited M&E systems.	The government has promoted specific MIS standards -- included data acquisition, storage, analysis and reporting. Skills and understanding of their utility may not yet be adequate to implement them across the government.	Managers are able to obtain data -- such as on outputs and outcomes; service quality; and overall program measures -- in a timely and useful format. Cross-organizational MIS coordination facilitates results management.
2.4. System for measuring user satisfaction	2.4 Has the administration put to use means for measuring service quality in order to assess user satisfaction?	Officials give voice to the need to serve customers, but have no systems to learn whether they are succeeding.	Some units have developed formal customer satisfaction measurement systems.	Virtually all units have use customer satisfaction measurement systems. Application may be uneven and inconsistent.	Customer satisfaction systems are applied throughout units -- as appropriate. The approaches are consistent across units and data are used to improve services.

2. Monitoring and Evaluation					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
2.5. Administration performance geared to development results	2.5 To what degree is factual information from monitoring and evaluation used to improve the Administration for better development results?	Executives understand the importance of managing for results to make the organization functioning. However, management within departments is still focused on resources and activities.	Some departments put in place systems to monitor activities and collect data on results achieved in implementing action plans of the public administration (excluding projects). Activities on formalizing or reviewing structures and/or processes are implemented in some departments, but do not take part in a comprehensive and coherent framework.	The public administration is committed to a comprehend-sive approach to modernize itself on the basis of MfDR practices, but enforcement is not uniform across all departments. Most depart-ments have a framework for monitoring activities (exclu-ding projects), based on expected outcomes of the department and specifying monitoring indicators. The departments' structures include units responsible for coordinating and monitor-ring. The departments hold an up-to-date organization chart.	Government action is based on objectives and results. The results of the departments are linked to development results mentioned in national priorities. The results framework of the department is divided into results framework for each division / department. Activities are adapted depending on the progress data collected and disseminated on a regular basis within each department.
2.6. Harmonization of information requests by Development Partners (DP)	2.6 What is the level of harmonization among DPs on national reporting procedures and on the organization of joint missions and studies?	Government responds to diverse donor reporting requirements -- though doing so is time consuming and Government would prefer a more unified approach.	Government has begun dialogue with donors on ways to harmonize reporting requirements.	Government has established a policy of requiring a harmonized approach to reporting to diverse donors. Some units, and donors, remain resistant to the changes.	All units apply harmonized donor reporting procedures. All major donors comply with this policy.
2.7 Integration of M&E systems for decision making process	2.7 To what extent does the Administration (Ministries, Directorates and Agencies, MDA) use information from integrated M&E systems for decision making process? Does the system, if any, work? Is it used?	Little or no sectoral M&E system in place. Institutions store data randomly without the objective of generating indicators for M&E purposes.	Readiness assessments are conducted on M&E needs of the sectors. Few institutions are implementing M&E systems and using indicators for decision making.	Some institutions have M&E system in place and sectoral reporting is done using it. Efforts are being undertaken to integrate projects information into the National M&E System coordinated by the Ministry of Planning (or Finance).	All sector projects are fully monitored and evaluated, and the results have been used for policy making at sectoral and national level. The information generated has been reported and integrated to the M&E System coordinated by the Ministry of Planning (or Finance –MoFED-).

3. Statistics					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
3.1. Statistics strategy and plan	3.1. Statistics strategy and plan	No national strategy for the development of statistics exists.	A national strategy for development statistics exists, but is implemented to a very limited extent.	A national strategy for development statistics is implemented in many areas, with useful data emerging.	The national strategy for development statistics is implemented fully, revised as needed, and forms the foundation of data collection in the country.
3.2. Data disaggregation	3.2 What is the Government's capacity in terms of data disaggregation?	Policy makers and statisticians understand the importance of disaggregating gender by sex, geographic area, etc. However, few data sets are disaggregated usefully.	Some surveys and data sets are meaningfully disaggregated, but they tend to do so at the wish of donors or particular researchers.	The national strategy for developments statistics provides useful guidance on disaggregation. Most surveys and data sets are disaggregated.	Policy makers appreciate the utility of data disaggregation and can report instances where disaggregation has supported improved decision-making. Information users expect all data to be disaggregated, where appropriate.
3.3. Extent of data	3.3 Is the scope of available statistical data broad enough to measure all indicators related to national priorities?	Little or no statistics are available. Measurements of indicators are either impossible or very inaccurate.	Data are available for some priority sectors.	Data are available for almost the entire national planning. However the levels of quality and usability are still fluctuating.	The available statistical data allow to monitor and evaluate all national indicators and are used for decision-making because they are reliable.
3.4. Data quality assessment	3.4 What are the means used by the Administration to improve the quality of statistical data?	Data consumers are wary of government-produced data, recognizing there are not data quality assessment (DQA) procedures.	Some units and researchers have appropriate data quality assessment protocols. These, however, are exceptions to the rule and vary in size and approach.	The government has developed standard DQA protocols. These are generally followed, though some units either skip DQAs or use their own approach.	A standard DQA approach is adopted throughout government and applied uniformly throughout. Policy makers express confidence in the DQA process and the data.

3. Statistics					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
3.5 Capacity for conducting and exploiting country-wide surveys	3.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?	Managers responsible for national-level results seek data on national trends -- in areas such as poverty, demographics, HIV/AIDS or environment -- but government is not yet producing quality national survey data.	Some national-level studies have been completed, but at the initiative of a single organization or in response to one-time donor funding. Ownership of data is uneven and local capacity to analyze data is not yet developed.	National level studies are conducted with some cross-sectoral coordination. But, out-year follow-up is uncertain. While some managers are able to analyze the data, some of the data are not adequately processed nor are results appropriately disseminated to other parts of government and the public.	Household income/expenditure or other national surveys are conducted regularly (at least every five years.) Relevant cross-sectoral units contribute to the content of the studies. Data are used to inform national planning and budgeting efforts through effective data analysis and dissemination of findings.
3.6 Capacity for analysis and modeling	3.6 Does the Administration have the capability to analyze statistical data for forecasting purposes?	Extent of available data is limited, and so is the capacity to analyze data. Data is shared with a limited number of persons and the analysis is often performed by external powers.	Some departments and / or the national statistical agency are engaged in a developing analytical and modeling capacity. However, these capabilities are rarely used for forecasting and external capacity are often needed to conduct the analysis.	The statistical agency has capacities for analyzing and modeling, and so do few sectors. Due to an increasing demand, plans to build these capacities are in progress at a more global level within the Administration.	The statistical agency and the public administration have analytical and modeling capacities. This ability is sought on a regular basis before making a decision.
3.7 Performance Measurement	3.7 To what extent is performance measurement available and used for decision making process?	Managers appreciate the utility of performance data, but little is available to them.	Some units systematically collect performance data to inform decision making. But most units do not.	Performance measurement systems are operational throughout government and data is systematically collected and reported. Some units, however, do this only as a requirement; they don't use the data.	Most managers report the usefulness of the data they get and that decisions are made based on that data.

		4. Leadership			
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
4.1 Commitment	4.1. What is the decision-makers' level of commitment to a management for development results approach?	Top management asserts importance of MfDR. But no concrete initiatives have been initiated.	A small number of managers investigate MfDR tools, and apply them sporadically. But, initiative is not consistent, nor or seldom mandated.	Full and official commitment within government to MfDR. New MfDR practices are systematically adopted. Most, but not all, staff, support initiatives and most, but not all units practice MfDR.	All units practice comprehensive and systematic MfDR systems. Staff report benefits outweigh costs of MfDR. Organization is learning how to use, and continuously adapt MfDR.
4.2. Clarity and articulation of development orientations	4.2 To what extent does national planning clearly present the development objectives and form the frame of reference for Government action?	National Development Plan exists. However, outcomes and targets – even for such areas as poverty reduction or health – are not clearly articulated.	National Development Plan articulates outcomes, and maybe even some specific targets. However, that discipline is not consistently applied throughout the Plan.	National Development Plan clearly articulates outcomes, results, and measurable targets against which programs can be measured. However, data are not systematically collected and used by decision makers. "Ownership" of the Plan and its data are not widespread.	Outcomes, results and targets area consistently and appropriately applied throughout the National Development Plan. Relevant data are collected and used to adapt implementation of the plan. Decision-makers recognize the utility of the data and ensure it is integrated into the decision-making process.
4.3. Participation of non-state actors	4.3 To what extent do civil society organizations and the private sector participate by the side of the Government as partners in achieving development results?	Government tolerates civil society and private sector advocacy, as politically necessary.	Government actively pursues civil society and private sector input into the formulation of some policies and plans. But, such participation is normally the result of relatively powerful interests, donor pressure, or individual government managers.	Government has specific policies, structures, and practices for soliciting civil society and government input. These policies are often, though not always pursued. A significant number in government view these practices as burdensome and unproductive. Public increasingly feels entitled to participate.	Public consultation in policy and planning is the norm. Officials recognize that public consultation is a necessary and productive ingredient in policy setting and planning. Public feels entitled to participate and responsible for planning and policy outcomes.

4. Leadership					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
4.4. Responsibility and delegation at the level of senior officials of the Administration	4.4 Do the management practices of senior officials of the Administration encourage the development, involvement and motivation of civil servants?	Executives recognize the need to delegate both to involve employees and because it's important in terms of management. However, there are many bottlenecks due to the fact that many projects are managed by a small number of executives.	The practice of delegating activities exists in some departments / directorates / services. These are most often individual initiatives. Tools are emerging in some departments (description of duties, consolidated results framework) to support these initiatives.	The structures and processes incorporate and promote accountability and delegation (eg description of duties, individual evaluation criteria). The practice of delegation increases into the administration, but some departments / directorates / services are still resisting.	The practices of accountability and delegation are the norm in government. They are sustainably implemented in the departments' structure (eg formal duties and indicating the expected results) and process (eg individual assessments). The delegating of activities takes place within the results of the department, declined by directorate / service.
4.5. Integration of the decentralization dimension	4.5 To what extent do the Administration and the regional/local authorities operate coherently with a view to achieving development results?	An information gap between headquarters and local authorities is an obstacle to achieving development results. The problem is identified through evaluation exercises. Actions are undertaken, but are not yet organized into a common framework.	Some areas take into account the results and objectives defined at the local authorities' level in planning and budgeting at central level. However, these experiences remain isolated.	The development of national strategies takes into account both the central and local needs in a participatory process. The frameworks are declined consistently between the national and local levels in several areas of local government action. However, the sharing of responsibilities between management and local governance bodies remain sometimes unclear.	National planning and monitoring and evaluation for achieving development results involve the government and local authorities in all areas of government action. The local governance bodies have a clear mission detailed in an objective & results framework consistent with the national level.
4.6. Change in Management	4.6 To what extent has the Government provided itself with the means necessary for addressing capacity-building as a genuine project for in-depth change	Capacity development is recognized as a strong objective and a sense of urgency to move toward that direction expands within the Administration.	Capacity building activities for MfDR are among the recurring activities within the government action. However, they still do not have a coherent overall	Capacity building activities are addressed in a coherent and organized way. Cultural and sociological aspects of change are considered in this context at least in terms	Change management within the civil service is organized as part of coordinated capacity development activities which include both technical activities (tools,

4. Leadership					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
	in the Administration and its practices?	However, activities remain scattered among different departments.	framework and do not take into account the change dimension. Resistance remains strong and commitment weak.	of studies and analysis. However, the support for change through specific tools is fluctuating from one department to another.	procedures) and activities related to cultural and sociological aspects of change. Analyzes and tools enable the implementation of tools adapted to each department / directorate / department.
4.7. Human Resources Management	4.7 To what extent does RBM affect management practices at the individual level?	There is limited training on the basics of MfDR, contributing to a basic knowledge of MfDR. Little or no individual assessments based on expected results.	Training curricula are available on MfDR. The overall results are known, but no results at the individual level exist. The practice of performance evaluation at the individual level remains very limited.	Key executives are trained to MfDR. The evaluation of individual performance is linked to results in selected key areas. The organizational structure of the work is based on the expected results of the department. Assignments for each position are written down in a form, but no effective recruitment policy exists.	Officials share a vision of the results and objectives and understand their role in achieving them. Training sessions are available and largely followed by all staff. The evaluation of individual performance is linked to results and includes a reward system. Assignments for each position are written down in a form and planning for recruiting is set up.

5. Accountability and Partnerships					
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
5.1. Independence of the higher Audit institutions	5.1 To what extent do the control institutions (Auditor General Department or Office) and the judiciary function independently of the executive branch?	Government acknowledges the importance of Audit Department independence. However, structural or political realities prevent this.	Government is in the process of instituting structural and/or policy reform to increase Audit Department independence.	Formal structural and policy constraints to an indepen–dent Audit Department are largely removed. However, in practice, some audit functions and transactions appear to be influenced by government and/or special interests. There is limited follow-up on the reports' findings.	The Auditors General Department appears to operate without significant influence from government or special interests. Officials and the public take pride in this reality.
5.2. Parliament's role in oversight of Government action	5.2 Up to what level does the Parliament fulfill its role of exercising oversight of Government action, particularly as regards economic policies and budget allocations?	Legislators consider one of their key functions to be monitoring government activities. As a practical matter, they may not be as effective at this as they would like.	The Legislature has formed a structure to oversee at least some government activities. It has adequate resources to be effective in at least a portion of this mandate.	The legislature has a compre-hensive structure to provide meaningful oversight over a significant range of govern-ment activities. These mecha-nisms are reasonably well funded. This oversight some-times lacks "teeth" but at Legislature can report some instances of having influe-nced Government actions as a result of its oversight.	The legislature has the structure, resources, and acknowledged mandate to effectively oversee government activities on comprehensive scale. The legislature has had success in influencing government actions as a result of its oversight.
5.3. Media independence	5.3 To what degree are the (public and private) media, as a whole, able to play effectively their role in criticizing the authorities?	Portions of government recognize that an independent media watchdog function is necessary for effective governance. However, it is not a reality.	Government has taken specific actions -- such as reducing government media outlets, passing press freedom laws -- to reduce government control over media.	Media are increasingly independent of government and able to investigate and report on the results of government activity. However, there are still some subjects, geographic, or topic areas that are considered off limits to media. Government can report on instances where policy and/or procedures have been revised as a result of media reporting	Media are largely independent of government influence and actively report on a broad range of government activity results. Government policy and/or procedures are often revised as a result of media reporting

		5. Accountability and Partnerships			
Components	**Question**	**Criteria for each progressive stage**			
		Awareness	**Exploration**	**Transition**	**Full Implementation**
5.4. Public access to results	5.4 What is the assessment of the level of public dissemination of information by the Government?	Government recognizes the need for the public to learn about the degree of government effectiveness (results data, at the least). But, public cannot access important data.	Some units have established formal procedures to provide access to results data. Limited publication of results data also occurs. No consistent policy exists.	Government has a policy to provide citizens access to results data. Many have formal structures to share information. This is generally, though not universally, followed. Some units are more proactive than others in publicizing results data. Instances exist of public use data for change.	The public has access to results data in all relevant units. Government has a proactive approach to informing the public on government results on a regular basis through established structures. The public acknowledges improved access to data. Many examples can be provided by Government where the public has used the data to work for change
5.5. Coordination among DPs	5.5 To what extent do Administration mechanisms ensure effective coordination among DP activities?	Government extols the importance of coordination. However, real coordination is not common, even where "donor coordination forums" may exist. Government lacks the institutions, tools, data, passion, or leverage to ensure productive donor coordination.	Government has some success in promoting coordination in certain areas, such as in vertical health programs or poverty reduction strategies. However, these are isolated cases.	Government has developed clear donor coordination expectations, systems and procedures -- based on results management. Some donors follow these regimes, but many remain outside it.	The vast majority of donor inputs are programmed consistently with an overall donor coordination program linked to results-based management. Donors appreciate the coordination function and are supportive of it.
5.6. Alignment of partners on national priorities	5.6 To what extent do the Administration's good MfDR practices ensure the external partners' alignment on national priorities?	The public administration recognizes the importance of alignment. But the programming tools and management practices do not ensure effective alignment. Some DPs are also not aligned to Government priorities.	The alignment of external partners on national priorities is taking place in some sectors such as Health. These sectors, however, remain isolated cases. In some areas, the interventions are primarily dictated by the availability of funds.	The public administration and its partners are engaged in a process of alignment and harmonization in line with the Paris Declaration. However all stakeholders (internal and external) do not yet comply with all provisions and some activities remain dictated by the availability of resources.	The vast majority of contributions are allocated consistently within the framework of a programmatic and transparent coordination aligned on national priorities or using budget support. The results are the main criteria for programming and funding decision.

Annex 3 – Definition of Capacity Building Stages

Capacity-Building Stages			
Awareness	**Experimentation**	**Transition**	**Sustainable Implementation**
Inadequate management capacities are recognized as an obstacle to achieving development results. The Administration is aware of, but not clearly committed to, MfDR. Office holders acknowledge the need to do better and wish to operate in accordance with the principles of good management. This stage often involves a sense of frustration and dissatisfaction with Administration performance. Awareness of appropriate management practices and a sense of urgency for change encourage the adoption of different methods and lead to the next stage.	The Government begins to commit to shifting to good management practices and explores various approaches. In this stage, office holders gather ideas from various sources and try out new methods. Experimentation may take the form of pilot projects and may involve studies and working groups. One problem at this stage is lack of homogeneity, and various tools are chosen on the basis of personal preference. Moreover, launching multiple initiatives at the same time may result in pursuing none thoroughly. Many office holders acknowledge that MfDR is beneficial, provided that the approach is fully pursued. Their number and resolve lead to the next stage.	The Government has committed itself to MfDR and embarks on transition from the previous to the new methods. Individuals begin to adopt the new practices, perceiving the old methods as ineffectual in handling day-to-day problems. This stage may be characterized by difficult decisions. For instance, conversion to a results-oriented framework implies dropping the earlier indicators and measuring methods. Determining priorities and managing change at the human level are further significant issues. The spread of the new approach on a large scale in the Administration leads to the next stage.	MfDR is mainstreamed into Administration practices as a cross-cutting approach. The main administrative processes (formulation of national strategies and preparation of the budget) conform to the new practices. Indicators are used to monitor Government action and regular reviews lead to realignment on national priorities. Civil servants, implicated in the change, are trained and prepared to own the new management tools, which are regularly reviewed in the light of experience. Resource allocations ensure the sustainability of the new methods, whose effect on the services provided by the Government becomes evident.

Annex 4 – CAP-Scan Journal for Education, Finance and Economic Planning, Food and Agriculture, and the Statistical Service

1. Planning and Budgeting									
		Education		**Finance and Economic Planning**		**Food and Agriculture**		**Statistical Service**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Budget consistency with national priorities	1.1 Are the instruments of planning and budgeting (MTEF and Program-Budget) consistently articulated?	The ministries regular annual reviews lead to realignment on national priorities.	3.5	We started program budgeting this year. We're in the transitional stages. The MDAs have been taken through the program budgeting approach and are going to use it to prepare their budgets for 2012. We've been using MTEF for quite sometime .	2.8	Guidelines are used in planning according national priorities, However, there tends to be deviations in implementation at all levels.	2.0	GSS follows the MTEF according to the government's GSGDA.	2.0
Budget preparation based on objectives and results	1.2 Is budget allocation based on each department's results and objectives, taking into account the assessment of past results?	Policy review meetings with the departrments and agencies to access previous performance and to chart the way forward.	3.5	We do an overview of the previous year's budget and ask them for results. There's an account of the results of the previous year's budget before the new budget is done. (e.g. 2011 Budget, page 5, par. 5 onwards). The NDPC now requests for APRs before the new budget cycle. MDAs are invited to make presentations on what they used the previous allocations for, what their baseline and targets were as well as their achievements. We ask them about why they failed to meet some of the targets.. The grade is because we're not always able to give MDAs what they ask for.	3.3	There are attempts to budget based on results, but not on a large scale	1.0	Groups and divisions submit their budgetary requirements to the budget committee. Unfortunately some groups make late submissions hence the major decision is taken by the budget committee.	1.8

1. Planning and Budgeting									
		Education		Finance and Economic Planning		Food and Agriculture		Statistical Service	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Participation of non-governmental actors in budget planning and preparation	1.3 To what extent do non-governmental actors participate in the planning, budget allocation process and in results assessment?	The civil society organsiations and other stake holders are involved in the planning but not in the budget stage.	1.7	We invite CSOs (Ghana National Education Coalition, SEND Foundation, IDEG, CDD, etc.) to participate in the budget preparation process. We have consumer groups, NGOs, etc. When budgeting, we publish in the national dailies for the public to bring their inputs. We also invite CSOs to budget reviews – MDBS, CG, etc.. We're not able to reach everyone in the regions so a representative few are able to make inputs. We should be able to reach the districts and chiefdoms..	3.5	Currently, there are no mechanisms for NGO involvement in planning and review activities. With the development of the sector plan and the setting up of the Sector Plan Implementation Steering Committee, their involvement in budgeting will be enhanced.	0.0	NGOs do not make inputs.	0.0
Intra-departmental coordination	1.4 Does the preparation of the budget within a depar-tment reason-nably corres-pond to object-tives at the various levels?	Yes. It constitutes the core basis of budget prepartation	3.0	All plans must be hinged on the National Action Plan (GSGDA). All Divisions are involved in the budget preparation process. There're cross-cutting issues in which case a representative is picked to stand in.	3.0	Ministry has common objectives and outputs which are used in planning and budgeting. However, the level of coordination is not strong.	2.5	Though Groups and divisions submit their budgetary requirements to the budget committee, there is no meeting for the groups to finalize the budget.	1.8

		1. Planning and Budgeting							
		Education		**Finance and Economic Planning**		**Food and Agriculture**		**Statistical Service**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Inter-sectoral coordination	1.5 To what extent does coordination on the basis of inter-secto-ral objectives play a role in budget preparation?	We are not fully coordinating	1.0	Budget allocations are made based on the presentation of their results. We are doing it with NDPC to facilitate intra-sectoral objectives towards budget preparation. We coordinate more on cross-cutting issues like climate change, HIV/AIDS and gender.	2.8	Though systems are there they are not operational. NDPC and MOFEP have been requested to assist in reviving the cross sectoral working groups.	0.5	GSS has in place the GSDP which incorporates ten other MDAs. Each has submitted budget based on prioritized activities. The five-year budget has been reviewed, revised and approved for implementation.	2.0
Results management framework	1.6 To what extent your line ministry has a result oriented framework?	For the planning aspect, we have outcome oriented framework	3.0	Restructuring is ongoing in the Ministry. We have the Finance branch and the Economic strategy branch. Restructuring goes with resistance. We have a draft Action Plan showing baselines, targets for each to indicator to measure results..	2.8	Managers of projects apply the results framework. At the national level there is compre-hensive a results framework which is used in assessing performance.	1.8	Not all group heads apply MfDR practices.	1.8
Donors link programming to results	1.7 To what extent your ministry's donor funding is linked to programming by results?	Yes, for instance, Education Decentralization Programme, GSFP	3.5	(a) MDBS: DPs support the budget through the prioritization of certain areas like health, education, roads, etc. budgets allocated accordingly to achieve certain triggers and indicators. We have set targets for ourselves.. (b). The problem is with separate projects. Even though it has been agreed to pull resources together some of them are still implementing their projects hoping to wind up soon.	3.5	Ministry has agreed with partners on triggers and targets for budgetary support. Funds are withheld for non-achievement of triggers and targets.	3.5	Donor funds are not always released on development results. At time, funds are not released when needed.	1.5
Average for the Pillar			**2.7**		**3.1**		**1.6**		**1.5**

2. Monitoring and Evaluation									
		Education		**Finance and Economic Planning**		**Food and Agriculture**		**Statistical Service**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
National Planning geared to development results	2.1 Are public policies subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	The process is dynamic and therefore subject to regular stakeholder input change.	3.0	We are in the process of perfecting it. The MDBS and CG afford the opportunity to review the performance objectives. We even broke down. Some difficult terms in the budget in a separate document after public complaints and a survey.	2.5	A national monitoring and evaluation matrix exists at the sector level and widely used by all levels. Data is annually collected on all indicators and used in planning and review. Some core indicators have been identified and reported on to the NDPC annually.	3.2	Monitoring and Evaluation has inadequate resources to perform effectively.	1.3
Capacity for monitoring and evaluation of public policies	2.2 To what extent does the Administration possess adequate capabilities for ensuring monitoring and evaluation of public policies and national plan?	Insufficient capacity in some units, eg.New agencies established in recent times are building capacities to expected levels in line with the mandates.Transfers and postings within civil service also affect institutional capacity.	2.0	We are in the process of building capacity. Some departments have capacity but trained personnel at some MDAs is still a challenge.	1.5	At the national level there is a division for M&E, while at the regional level there are M&E officers. However, there are logistics and human capacity constraints for analysis and reporting.	3.2	There exist M&E unit but lacks the requisite capacity in terms of skills, experience and training to perform to expectation.	1.8
Information system and decision-support tools	2.3 To what extent does the Administration have adequate tools, IT in particular, to ensure monitoring and evaluation of the national development plan, public policies and use of factual data in decision-making?	Human and other resource constraints	2.0	Not all MDAs have tools to carry out effective M&E. Another big challenge we are yet to solve. However, some DPs are assisting in this direction.	1.3	Though there are designated M&E officers, there are skills gaps to make the system fully effective.	2.0	Inadequate IT skills and lack of integrated IT system in place to facilitate M&E activities	1.3

2. Monitoring and Evaluation									
		Education		Finance and Economic Planning		Food and Agriculture		Statistical Service	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
System for measuring user satisfaction	2.4 Has the administration put to use means for measuring service quality in order to assess user satisfaction?	To a large extent interviews, national surveys and other research methods are employed. Varied studies are also used to access customer satisfaction	2.0	We don't have much. It has been included in next year's M&E plan to ascertain people's perception about the tax system in Ghana, for example, and GWCL as well as ECG's performances.	0.5	The views of clients are informally through meetings and one-to-one interactions, but there is no formal system in place	0.3	Customer satisfaction system is in place to ensure accessibility of data, however, it is being developed to capture number of users and to receive feedback on how their data needs are met.	1.8
Administration performance geared to development results	2.5 To what degree is factual information from monitoring and evaluation used to improve the Administration for better development results?	Identification of gaps and feedback for sector review sessions to improve the system and chart the way forward	2.0	Some MDAs, including Education, Health and Agriculture have them while others are n the process of perfecting theirs.	1.3	Ministry has a comprehensive results framework on which annual reports are prepared and discussed at annual joint sector reviews. In addition, at the national levels directors meet weekly to review performance, while at the regional and districts levels management review meetings are held monthly and quarterly respectively.	2.5	The M&E system is in place and being integrated into the general operations of the organization. Few indicators have been generated.	1.3

2. Monitoring and Evaluation									
		Education		Finance and Economic Planning		Food and Agriculture		Statistical Service	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Harmonization of information requests by Development Partners (DP)	2.6 What is the level of harmonization among DPs on national reporting procedures and on the organization of joint missions and studies?	We have a national coordinator responsible for donor funded programmes through meetings and review sessions.	3.0	Through the MDBS and CG platforms, reporting systems are gradually being synchronized.	1.8	Though Ministry has an annual reporting system, donor-funded projects still report individually to their financiers.	2.5	The M&E Sector working group for harmonization is in place, and it sets targets and triggers of MDAs within their domain.	2.3
Integration of M&E systems for decision making process	2.7 To what extent does the Administration (Ministries, Directorates and Agencies, MDA) use information from integrated M&E systems for decision making process? Does the system, if any, work? Is it used?	To a large extent M & E systems are used for review of policies and programmes	3.0	NDPC is up to the task but they have resource constraints	2.0	A sectoral M&E system exists, though projects still have their individual M&E systems, they have been aligned to the national system. Project information is aligned and integrated into the sectoral information system	2.5	M&E decisions are not implemented fully due to inadequate resources.	1.3
Average for the Pillar			2.6		2.8		1.9		2.0

<table>
<tr><th colspan="10">3.   Statistics</th></tr>
<tr>
<th></th><th></th>
<th colspan="2">Education</th>
<th colspan="2">Finance and Economic Planning</th>
<th colspan="2">Food and Agriculture</th>
<th colspan="2">Statistical Service</th>
</tr>
<tr>
<th>Dimension</th><th>Question</th>
<th>Arguments</th><th>Score</th>
<th>Arguments</th><th>Score</th>
<th>Arguments</th><th>Score</th>
<th>Arguments</th><th>Score</th>
</tr>
<tr>
<td>Statistics strategy and plan</td>
<td>3.1. Statistics strategy and plan</td>
<td>We have a statistics unit that collate datarelated to education programmes and policies</td>
<td>2.0</td>
<td>We have a centrally coordinated Unit that takes care of statistics. There used to be scattered statistics throughout the Ministry with the ERFD (formerly PARD) basically in charge of this. Now, RSD and ERFD are doing this.</td>
<td>2.3</td>
<td>System exits for routine data collection, but does not cover all sub-sectors due to budgetary constraints</td>
<td>1.0</td>
<td>The GSDP is in the second year of implementation and the 2010 PHC has been carried out. Preparations are underway to carry out MICS4, Agric Census and Transport Indicators Survey2.</td>
<td>3.0</td>
</tr>
<tr>
<td>Data disaggregation</td>
<td>3.2 What is the Government's capacity in terms of data disaggregation?</td>
<td>We have capacity from the districts, to the regions and the national</td>
<td>3.0</td>
<td>Data disaggregation is not necessarily done by the Ministry. Other MDAs provide such data on these issues. But the Ministry defines the kind of disaggregation that is to be done. Challenges, however, exist.</td>
<td>2.5</td>
<td>National production data is collected and disaggregated according to geographical areas, but not according to gender.</td>
<td>0.8</td>
<td>Most data are disaggregated at the national, regional and district levels. There is also gender disaggregated publications. E.g. Women and Men in Ghana.</td>
<td>2.8</td>
</tr>
<tr>
<td>Extent of data</td>
<td>3.3 Is the scope of available statistical data broad enough to measure all indicators related to national priorities?</td>
<td>Yes, to a large extent</td>
<td>2.0</td>
<td>Some data are lacking but the ones needed to do the budget as we have it now is available. GIFMIS, GCNET, CEPS, IPPD, Commonwealth Secretariat for Debt Recovery and Management System, etc, collect data for us. There are, however, a few data gaps.</td>
<td>2.8</td>
<td>Data is available for some sectors, especially crops, livestock and fisheries. No system exists for collecting data on tree crops, fruits and vegetables. Sample size for data collection has consistently reduced due to resource constraints</td>
<td>1.5</td>
<td>GSS website, GhanaInfo, etc. The only challenge is periodicity and timeliness.</td>
<td>2.8</td>
</tr>
</table>

		3. Statistics							
		Education		Finance and Economic Planning		Food and Agriculture		Statistical Service	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Data quality assessment	3.4 What are the means used by the Administration to improve the quality of statistical data?	Provision of requisite equipment , eg computers and other storage facilities	2.3	No standard DQA. Some divisions do it.	1.8	Data is routinely collected, but there are no formalized systems for checking data quality. However, during data collection process attempts are made to cross check data gathered by enumerators	0.5	GSS subscribes to the GDDS and the UN principles of official statistics	2.8
Capacity for conducting and exploiting country-wide surveys	3.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?	Yes, through circuite superviors, district coordinators, regional coordinators and national coordinator	2.0	GSS, which is an agency of MoFEP, does it on behalf of MoFEP.	3.3	National annual sample survey on key agricultural statistics for selected crops is carried, with data analyzed and findings disseminated. It does not, however, involve cross sectoral contribution.	3.0	GSS has carried out several national surveys and censuses, including the 2010 PHC	2.8
Capacity for analysis and modeling	3.6 Does the Administration have the capability to analyze statistical data for forecasting purposes?	Yes, to a large extent through design software programming	2.8	RSD and ERFD (formerly, PARD) are in charge.	3.8	Although there is some data, no forecasting is done, probably due to lack of demand	0.5	GSS has published time series data on CPI and also projects population estimates after releasing the final census report.	2.8

		3. Statistics							
		Education		**Finance and Economic Planning**		**Food and Agriculture**		**Statistical Service**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Performance Measurement	3.7 To what extent is performance measurement available and used for decision making process?	Yes, to a large extent the information available is used to undertake annual reviews of education sector performance for decision making.	3.0	MDBS and CG meetings are examples of avenues for assessment and decision making.	3.0	Data is routinely collected and reported as a requirement, but not used at some levels for decision-making	2.5	GSS supplies data to NDPC, MOFEP, MDAs and others	2.8
Average for the Pillar			**2.4**		**2.8**		**1.4**		**2.8**

		4. Leadership							
		Education		Finance and Economic Planning		Food and Agriculture		Statistical Service	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Commitment	4.1. What is the decision-makers' level of commitment to a management for develop-ment results approach?	To a large extent there is that commitment but in a few cases decision makers are not that committed	2.0	The Ministry has a committed staff base. However, sometimes management is seriously challenged.	2.3	Results framework exits and are applied at project level, but not widespread in the sector	1.5	Group/divisional/sectional Heads have embraced the restructuring programme of the organization and have been able to carry most of the staff along (the Statistics Law, PNDCL 135 of 1985 is under review).	2.3
Clarity and articulation of development orientations	4.2 To what extent does national planning clearly present the development objectives and form the frame of reference for Government action?	Yes our programmes and policies are tailored towards the National developmet plan of the country	3.0	GSGDA and the two preceding medium term plans are reference points in budget preparation. MDAs prepare their budgets based on the National Action Plan.	3.3	Sector plan has been prepared in line with national priorities, but is still in its first year of implementation to determine the challenges	2.5	The Ghana Statistics Development Plan (GSDP) involving 10 MDAs is in phase one of implementation.	2.8
Participation of non-state actors	4.3 To what extent do civil society organizations and the private sector participate by the side of the Government as partners in achieving development results?	To a large extent, civil society organisatons' views and their proposals are factored into policy reviews and also into final policy updates, while new policies are formulated to capture emmerging issues in the sector.	2.3	Right from budget preparation, implementation and M&E, CSOs and the private sector are involved.	3.5	Structures exist for consultation and engagement. With the implementation of the sector plan, they would be strengthened to enhance consultation.	2.5	Through the Statistical Literacy Programme and the NACPUS, GSS has held series of engagements with the media, religious bodies, DPs and other CSOs on their data needs. Unfortunately, activities of NACPUS have subsided but there are plans to reactivate	2.5

4. Leadership									
		Education		Finance and Economic Planning		Food and Agriculture		Statistical Service	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Responsibility and delegation at the level of senior officials of the Administration	4.4 Do the management practices of senior officials of the Administration encourage the development, involvement and motivation of civil servants?	There is a lot of delegation of powers from senior officials to the surbordinote which acts as motivation. Staff at various management positions are free to use ingeniours, creative and independent but legal approaches to achieve set goals and targets	3.0	Management gives young staff personal development opportunities. Trained staffs are encouraged to put what they learnt into practice.	3.3	Roles and responsibilities are provided and appraisal system exits, but not generally applied across the Ministry	2.5	New job descriptions being developed for the new organizational structure.	2.5
Integration of the decentralization dimension	4.5 To what extent do the Administration and the regional/local authorities operate coherently with a view to achieving development results?	Education decentralization project on going/decentralization policy of government	3.0	We have budget and planning officers at the regions and districts who are supposed to link up with the Ministry. However, the synergy is not that good especially at the district level.	3.0	There is a participatory process in arriving at sector strategies, but there implementation challenges due to resource constraints and ambiguity in reporting and supervision due to the limited decentralization of authority and finance.	2.5	GSS is collaborating with MLGRD to integrate GSS staff in the district assemblies	1.5
Change in Management	4.6 To what extent has the Government provided itself with the means necessary for	The Ministry has put in place a conscious and progressive effort towards management and leadership capacity building in a	2.8	Government is pro-capacity building. At MoFEP, staffs are constantly being trained.	2.8	Capacity building, though recognized as important takes place at the decentralized levels in an uncoordinated	1.5	In the GSS Corporate Plan, GSDP, the GSS has in place training and capacity building arrangements which is being supported by the World Bank SRF, KOICA, JICA.	1.5

4. Leadership									
		Education		**Finance and Economic Planning**		**Food and Agriculture**		**Statistical Service**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
	addressing capacity-building as a genuine project for in-depth change in the Administration and its practices?	form of workshop and short courses and so has the head of civil service although a lot more need to be done.				manner			
Human Resources Management	4.7 To what extent does RBM affect management practices at the individual level?	Work schedules staff appraisal forms and target settings for individual staff are undertaken	2.5	It keeps management on its toes.	1.8	Staff appraisal system exits, but not effectively applied in human resource capacity building initiatives and promotions.	0.5	Recruitment and training policies under review in line with the restructuring	1.3
Average for the Pillar			2.6		2.8		1.9		2.0

<table>
<tr>
<th colspan="10">5.   Accountability and Partnerships</th>
</tr>
<tr>
<th></th>
<th></th>
<th colspan="2">Education</th>
<th colspan="2">Finance and Economic Planning</th>
<th colspan="2">Food and Agriculture</th>
<th colspan="2">Statistical Service</th>
</tr>
<tr>
<th>Dimension</th>
<th>Question</th>
<th>Arguments</th>
<th>Score</th>
<th>Arguments</th>
<th>Score</th>
<th>Arguments</th>
<th>Score</th>
<th>Arguments</th>
<th>Score</th>
</tr>
<tr>
<td>Independence of the higher Audit institutions</td>
<td>5.1 To what extent do the control institutions (Auditor General Department or Office) and the judiciary function independently of the executive branch?</td>
<td>They are independent to the extent that officers can be sent to public account committee of parliament to account for their stewardship</td>
<td>2.8</td>
<td>They function independently. The Internal Audit Act protects the A-G. The 1992 Constitution spells out the independence of the Judiciary, Audit Service and Accountant General.</td>
<td>3.0</td>
<td>Independent audits are carried out annually, but limited follow-up of report findings and implementation of the recommendations</td>
<td>2.8</td>
<td>Auditor General's staff have unrestricted access to GSS financial accounts</td>
<td>3.0</td>
</tr>
<tr>
<td>Parliament's role in oversight of Government action</td>
<td>5.2 Up to what level does the Parliament fulfill its role of exer-cising oversight of Government action, particularly as regards economic policies and budget allocations?</td>
<td>Approval of appropriation account, national budget, loan and grant agreement, activities of public account committee, approval of article 71 office holders as specified in the 1992 constitution of Ghana</td>
<td>2.3</td>
<td>Financial Appropriation Act, Public Accounts Committee of Parliament and Parliamentary hearings.</td>
<td>3.5</td>
<td>There is a parliamentary Select Committee on agriculture which review Ministry's plans and budget, but with limited influence in resource allocation.</td>
<td>2.8</td>
<td>GSS appears before PAC of Parliament to answer questions on use of budgetary allocation</td>
<td>3.0</td>
</tr>
<tr>
<td>Media independence</td>
<td>5.3 To what de-gree are the (pu-blic and private) media, as a whole, able to play effectively their role in criticizing the authorities?</td>
<td>Repeal of criminal libel law, independence of the national media commission and the numerous private news papers, radio and newspapers</td>
<td>3.5</td>
<td>The criminal libel law has been repealed and the Whistle Blowers Bill has been passed into law</td>
<td>3.5</td>
<td>As a result of media commentaries, procedures for the distribution of tractors have been revised. Applicants now channel their request through their district agricultural offices.</td>
<td>3.8</td>
<td>The media give their independent assessment of GSS activities especially on census and the CPI</td>
<td>3.0</td>
</tr>
</table>

5. Accountability and Partnerships									
		Education		**Finance and Economic Planning**		**Food and Agriculture**		**Statistical Service**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Public access to results	5.4 What is the assessment of the level of public dissemination of information by the Government?	Information services department, Ministry of information, Ghana Broadcasting corporation and its regional radio stations and other affiliate FM stations	2.3	Information Services Department has been supplied with new vans to educate the public, the proliferation of media houses, the Right to Information Bill, etc.	3.5	Structures exist for dissemination of information e.g. Meet the press, establishment of websites for the Ministry, publication of specific reports of the Ministry (facts and figures)	2.5	GSS disseminate data to the public through the website, CDs, hard copies. Data resource centre under preparation for the use of the public	3.0
Coordination among DPs	5.5 To what extent do Administration mechanisms ensure effective coordination among DP activities?	Funds and Procurement Management Unit (FPMU) is responsible for the management of all development project and a unit for development coordination unit for DP programmes	3.0	MDBS Desk at MoFEP and the sector working groups of the CG.	3.3	There exists a sector working group, which is aligned to the national structure and procedures for donor coordination. There are no common funding and reporting mechanisms yet.	2.5	GSS' PMDG collaborates with the MDBS, the World Bank and the UN Group to harmonise data needs	2.5
Alignment of partners on national priorities	5.6 To what extent do the Administration's good MfDR practices ensure the external partners' alignment on national priorities?	Forty percent of our programmes and project are donor funded	3.3	MfDR has not been implemented fully but there is a general commitment and desire to have it practiced in Ghana.	1.5	Through regular engagement with developments partners, Ministry is progressively working on harmonization and alignment.	2.8	Mechanisms (MDBS, PDMG) to promote mutual understanding exist between GSS and DPs but more work has to be done to ensure complete alignment	2.5
Average for the Pillar			**2.8**		**3.0**		**2.8**		**2.8**

Annex 5 – CAP-Scan Journal for Health, Local Government and Rural Development, Planning Commission, Road and Highway, and Women and Children

		1. Planning and Budgeting									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Budget consistency with national priorities	1.1 Are the instruments of planning and budgeting (MTEF and Program-Budget) consistently articulated?	. MTEF not properly aligned with Programs. Government has committed to the implementation of program budgeting and MOH ha s been identified to pilot program budgeting starting in 2012.	2.3	MLGRD budgets are organized within National Policy Framework ie in tandem with Pillars of GSGDA. Budgets prepared under the MTEF but no programming	2.8	Budget is prepared with consideration to the National Priorities in the Medium Term Development Framework	2.0	The sector budget is derived based on national priorities and sector development plans. The budgeting process follows the laid down procedures to ensure transparency.	3.8	Most of the time, activities in the Sector Medium Plan are implemen-ted. However, on few occa-sions, emer-gencies arise for other activities rather than what have been budgeted are implemented..	2.3
Budget preparation based on objectives and results	1.2 Is budget allocation based on each department's results and objectives, taking into account the assessment of past results?	The ministry regularly reviews performance through various mechanisms the results of which are used to refine subsequent plans and programs. The plans sometimes reward poor performance by trying to provide additional support to poor performing regions and districts to bring them in line with the rest.	2.3	Budgets are prepared and approved based on past expenditures. Budget decisions taken by only small units. In most cases, the specific objectives of the Ministry are consistent with the approved budgets	0.3	All divisions make their budget decisions based on strategies to achieve target, but most often budgets are slashed making it difficult for targets to be achieved.	1.5	Budget allocation is based on achievement of set targets, committments and priorities for the ensuing year.	2.3	Activities of Units/Depts are rolled over to the next quarter/year because funds are not release on time.	2.5

		1. Planning and Budgeting									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Participation of non-governmental actors in budget planning and preparation	1.3 To what extent do non-governmental actors participate in the planning, budget allocation process and in results assessment?	Through the SWAp, opportunities are given to NGOs, private sector and Development partners to actively participate from priority setting through planning to approval of budget for sector	3.8	No legal framework for the involvement of non-governmental actors in budget planning and preparation. However feedback from NGOs/CSOs is factored into budget planning and preparation at the MLGRD	0.8	Provisions are made for participatory planning and budgeting however their contributions are usually not considered. There is a legall	0.0	The budget goes through various stages of reviews by MoFEP budget hearing Committee, the parliamentary on roads and transport. Policies and Plans go through extensive public consultation nationwide.	1.0	Expensive in terms of time and resources. However, if they are brought, it will help to enrich planning and budgeting and also ensure that resources are evenly distributed.	0.8
Intra-departmental coordination	1.4 Does the preparation of the budget within a department reasonably correspond to objectives at the various levels?	Budgets are prepared bottom up based on planning guidelines and ceilings and objectives of the Ministry. All levels operate under broader health sector objectives.	2.0	All Cost Centres collaborate effectively in the preparation of budgets in consonance with the objectives of the Ministry	3.0	Weak organizational planning and budgeting is normally undertaken within and across organizations/ MDAs despite its importance to the development process	0.0	Environmental, gender and socio-economic issues are mainstreamed in all sector plans and budgets. EIAs, RAPs and SEAs are conducted on all sector policies.	2.5	MOWAC exist to promote, initiate and formulate gender equality, women empowerment, the survival and protection of children and the Sectors' programmes and activities are geared toward this mandate.. MOWAC's budget is based on activity.	3.0

<table>
<thead>
<tr><th colspan="12">1.   Planning and Budgeting</th></tr>
<tr><th></th><th></th><th colspan="2">Health</th><th colspan="2">Local Government and Rural Development</th><th colspan="2">Planning Commission</th><th colspan="2">Road and Highway</th><th colspan="2">Women and Children</th></tr>
<tr><th>Dimension</th><th>Question</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th></tr>
</thead>
<tbody>
<tr>
<td>Inter-sectoral coordination</td>
<td>1.5 To what extent does coordination on the basis of inter-sectoral objectives play a role in budget preparation?</td>
<td>The health sector has recognized the social determinants of health and have always sort to involve other sectors to overcome challenges. Challenge has been how bring other sectors on board to overcome the demand side problems. NDPC has initiated a process to bring sectors together.</td>
<td>1.8</td>
<td>To a large extent other MDAs collaborate with the MLGRD to prepare budgets for certain programmes and projects which reflects their respective objectives</td>
<td>1.5</td>
<td>Divisions understand the importance of coordination during budget preparations however there is weak coordination's when budgeting for inter-sectoral programmes</td>
<td>0.3</td>
<td>Major social intervention projects are undertaken with the key involvement of all relevant sectors. Eg. Ghana Urban Transport Project involves MRH, MoT, MLGRD and a number of MMDAs. An integrated transport plan has been developed to guide the medium to long term plans of the transport sector.</td>
<td>2.3</td>
<td>Joint-planning is done with other sectors but joint-budgeting is not done because of inadequate budgetary allocation.. Other sectors have their own primary /core functions/activities . No proper accountability</td>
<td>1.5</td>
</tr>
<tr>
<td>Results management framework</td>
<td>1.6 To what extent your line ministry has a result oriented framework?</td>
<td>Through the swap the ministry developed a holistic assessment tool that is used to assess performance of the health sector. This is based on a sector wide monitoring framework. This is done in combination with which independent assessment of</td>
<td>3.0</td>
<td>Efforts are being made to ensure that results are achieved based Sector M&E Plan and its indicators.</td>
<td>2.3</td>
<td>The commission has now been introduced to the MfDR</td>
<td>0.3</td>
<td>The sector is managed based on results (outputs) achieved from planned activities. All planned activities emerge from a development plan (logical framework) that states the</td>
<td>3.0</td>
<td>MOWAC has the:. Annual Workplan, Procurement Plan, Cash Flow and Audit Report Implementation Committee and it is expected that activities and programmes</td>
<td>1.8</td>
</tr>
</tbody>
</table>

		1. Planning and Budgeting									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
		planned programs and priorities allows. The indicators are results oriented						sector's objectives, strategies and expected outputs.		are implemented based on these.	
Donors link programming to results	1.7 To what extent your ministry's donor funding is linked to programming by results?	The major donors have moved to sector budget support. They therefore look overall sector performance as against specific programs.	0.8	All programmes being funded by the Ministry with Development Partners requires performance/results based M&E Systems to ensure successful implementation.	3.8	Donors link their funding decisions based on previous targets achieved by government units. Conversely, some donors at least base their funding decisions on the country's performance data.	1.8	Development Partners support to the road sector is based on past performance and needs assessment carried out based on sector objectives.	2.5	MOWAC signs MOU's/LOU's with our DPs.. Develop Annual Work programmes and decisions for funding are based on performance	3.0
Average for the Pillar			2.3		2.0		0.8		2.5		2.1

		2. Monitoring and Evaluation									
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
National Planning geared to development results	2.1 Are public policies subject to a regular and sustained monitoring and evaluation process that permits adjustments in performance objectives?	The health sector as part of the SWAp has developed a common management arrangement that enjoins the ministry to submit its POW for regular monitoring and evaluation. This is done on regular bases through sector wide meetings and other feedback mechanisms and joint field visits. The ultimate is the review summits that looks at the overall performance of the sector	3.8	MLGRD provides inputs for NDPC for the preparation APRs .	2.5	APR has been prepared for 2002-2010 but policy recommendations are often not complied with by MDAs.	1.5	The sector development plans and programmes have specific indicators to measure progress being made annually. Performance data is collated, analyzed, published and disseminated. Sector projects are monitored and evaluated to ensure achievement of results.	2.8	Data collections are used for the next years' budget.. Annual Progress Report gives an indication of progress in the implementation on gender indicators and targets.	2.5
Capacity for monitoring and evaluation of public policies	2.2 To what extent does the Administration possess adequate capabilities for ensuring monitoring and evaluation of public policies and national plan?	Health data generation and management is currently done manually which affects the timely availability of data for decision making. The Ministry has recognized this problem and is piloting a web based health information management system that provides real-time data. This is being supported by the WHO	3.0	The Ministry has re-activated the M&E Unit and prepared a comprehensive of M&E Plan	2.8	M&E competence is high among senior staff	1.0	The M &E department of the Ministry is developing capacity to undertake comprehensive monitoring and evaluation of sector plans and programmes. The Ministry has over the	1.8	Government through and NDPC is building capacities of more MDA's to monitor their programmes and activities.	2.8

		2. Monitoring and Evaluation								
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
								years monitored the outputs and activities whiles consultants have been engaged for outcome and impact assessments			
Information system and decision-support tools	2.3 To what extent does the Administration have adequate tools, IT in particular, to ensure monitoring and evaluation of the national development plan, public policies and use of factual data in decision-making?	IT tools are not up to scratch with smaller internet bands width which breaks down from time to time	2.0	Non existence of MIS for data management. Following the finalization of the M&E Plan, the Ministry is making efforts to establish data management unit to spearhead data management within the Ministry	0.0	Some data is capture in Ghana Info. Database but the Commission is yet to develop its own database	1.0	The Ministry collates data on performance annually and prepares a detailed report. Reports are also collated from major projects and synthesized. There is however no comprehensive MIS based M &E system. Efforts are being made to establish a sustainable M & E system for the transport sector.	1.5	MOWAC is constraint with data. However, the Ministry has just set up RSIM unit within the Ministry to collect data. MOWAC is currently training officers to effectively manage the Unit in the area of monitoring and evaluation.	0.8

		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
2. Monitoring and Evaluation											
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
System for measuring user satisfaction	2.4 Has the administration put to use means for measuring service quality in order to assess user satisfaction?	Quality assurance measures are in place. Under these client satisfaction surveys are carried out on regular bases. Check lists have also been developed and this is applied to facilities to find out if they are operating according to laid down procedures.	3.0	The Ministry has not developed Client Services System to adequately measure consumer satisfaction.	0.0	The commission conducts PM&E biannually and prepares a Citizens Assessment Report	1.5	There are no formal customer satisfaction systems in place. Customers' complaints are dealt with on adhoc basis.	0.3	Some units, eg. PRO, the Accounts Office within MOWAC have system of reporting which indicate the level of customer satisfaction.. Other systems like Financial Regulation Act, the Audit Report Implementation Committee are all in place serving as tools for measuring customer satisfaction within MOWAC .	1.8
Administration performance geared to development results	2.5 To what degree is factual information from monitoring and evaluation used to improve the Administration for better development results?	Through the SWAp aide memoir committing the ministry to implementing recommendations from independent reviews and other data sources are signed and monitored on monthly bases by the sector wide group.	3.0	. The various Directorates have instituted systems to monitor and evaluate activities	1.5	M&E information is not used to improved on development results	0.5	The Ministry has well laid out objectives and strategies from which all activities are planned. All outputs are monitored and coordinated by various departments. The well structured M & E system is still being structured.	2.5	System of monitoring was through quarter reports submitted to Government,. Annual Progress Report to NDPC and other stakeholders.. MOWAC has just recently developed and submitted its M&E Sector Plan to NDPC for final approval	1.8

		2. Monitoring and Evaluation									
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Harmonization of information requests by Development Partners (DP)	2.6 What is the level of harmonization among DPs on national reporting procedures and on the organization of joint missions and studies?	Joint missions are limited to DPs on MDBS on one hand and the UN group on the other. Those on Earmark funding do not cooperate on joint missions. All DPs depend on the independent review reports on the health. The UN group and some Earmark groups do have other vertical reporting lines.	2.0	MLGRD is urging all DPs to harmonize their reporting formats for uniformity	1.8	Ghana has established a dialogue with donors on harmonizing M&E requirements and reports	1.0	The varied reporting formats requested by donors make reporting cumbersome. Harmonized formats are often overridden by new DP requests.	0.0	MOWAC works with a number of Donors (UN Women, UNDP, UNCEF, UNIFEM etc.) and they all have different reporting systems.. The Ministry has began dialogue at its GEST Meetings to address this issue and come out with measures to harmonize their reporting system	2.0
Integration of M&E systems for decision making process	2.7 To what extent does the Administration (Ministries, Directorates and Agencies, MDA) use information from integrated M&E systems for decision making process? Does the system, if any, work? Is it used?	Integrated M&E reports are discussed at Sector wide meetings and implementation of findings and recommendations made mandatory for any agency and or directorate responsible.	3.0	The Ministry has a malfunctioning integrated M&E System which makes it difficult for other MDAs to use the information for decision making. However, the Ministry submits data to NDPC .	0.0	Some MDAs and implement their M&E plan	1.5	The sector compiles data on performance indicators. The indicators are used to guide decision making and development of sector plan although the linkage is considered to be weak.	2.0	M&E Plan is in place which MOWAC will use to monitor its activities and programmes implemented.	1.8
Average for the Pillar			2.8		1.2		1.1		1.5		1.9

		3. Statistics									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Statistics strategy and plan	3.1. Statistics strategy and plan	Statistics plan exist but not in full operation. Resource is the limiting factor	3.0	Statistical Unit does not exist in the Ministry. But efforts are being made to establish Statistical and Research Unit	0.0	There is a Ghana Statistics Development Plan but it is not yet in full implementatio n.	2.3	The Ministry has a strategy for management of statistics. Data is collected annually and published. The Research Statics and Information Management Department has over the years compiled statistics on all aspects of the Ministry and its agencies' operations. The department also collaborates with the Ghana Statistical Service to conduct various surveys. The results of the data collection is housed in the Transport Indicators Data Base System.	2.5	MOU has been signed with a Consultant in setting up the Division. Instrument for Data Collection is being collated and reviewed	2.5

		3. Statistics								
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Data disaggregation	3.2 What is the Government's capacity in terms of data disaggregation?	The government through the GSS has wide ranging capacities including data disaggregation. The health sector also have research units that has capacity to disaggregate data	3.0	The Ministry seldom disaggregates data. The reason being non existence of MIS Unit, Statistical Units	1.5	All data surveys are disaggregated but it is done at both the implementation and data collection levels.	2.0	Most survey data are disaggregated where possible.eg. the National Household Survey on Transport was disaggregated by Gender, Age, Geographic Area etc.	2.0	In preparing the Ministry's APR, Data are disaggregated by sex and geographical area.. However, MOWAC depending on other MDAs with women and children's focus experience unmet data needs because some data request from them are not disaggregated by sex	1.0
Extent of data	3.3 Is the scope of available statistical data broad enough to measure all indicators related to national priorities?	The health sector has an elaborate system for collecting a broad range of health data. Though the sector captures a broad range of data, it limits itself to key indicators which are based on what the priorities of the sector.	3.0	Primary and Secondary data available in the Ministry. However, the quality of data leaves much to be desired.	2.0	There is data for most indicators but staff capacity for processing is inadequate.	2.5	Data is available for all key indicators for the sector. Occasionally surveys are conducted for specific indicators. This data is available at very medium information quality levels.	2.5	Data are available in the area of Domestic Violence (DV), Maternal Health and Agric.	1.0

78

		3. Statistics									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Data quality assessment	3.4 What are the means used by the Administration to improve the quality of statistical data?	The ministry does organize supervisory / monitoring visits during it cross checks information received from a lower level	3.0	The Ministry has not got Data Quality Assessment procedures and such consumers might not rely on such data.	0.0	Attempts are now being made for all institutions to use the Data Quality Assessment identified in the Ghana Statistical Development Plan	1.8	There are no formal data quality standards however the research department applies internally developed data quality assessment in line with best practices.	1.5	MOWAC is working with other sectors like GSS who have appropriate data collection assessment protocols and we are assured that data collected them are of good quality.. When MOWAC'S Statistics Strategic Plan is fully implemented, the capacity of statistic and research unit will be enhanced.. Inadequate budgetary allocation (less than 1% of the National Cake).	1.8

<table>
<tr><th colspan="12">3. Statistics</th></tr>
<tr><th></th><th></th><th colspan="2">Health</th><th colspan="2">Local Government and Rural Development</th><th colspan="2">Planning Commission</th><th colspan="2">Road and Highway</th><th colspan="2">Women and Children</th></tr>
<tr><th>Dimension</th><th>Question</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th><th>Arguments</th><th>Score</th></tr>
<tr>
<td>Capacity for conducting and exploiting country-wide surveys</td>
<td>3.5 Does the Administration have the capability to carry out country-wide surveys and to file and disseminate the findings?</td>
<td>In collaboration with GSS and … conducts DHS every five years and with UNCEF organizes MICS every three years. It also has sentinel surveillance sites and research centers that conduct issue specific research to aid decision making</td>
<td>3.0</td>
<td>Data management ie collection, collation, analysis, processing, storage, retrieving, dissemination is relatively poor at the Ministry.</td>
<td>2.3</td>
<td>The Ghana Statistical Service has the mandate and capacity to carry out nationwide survey but they are limited by inadequate funds</td>
<td>2.0</td>
<td>The Ministry taps into the national surveys conducted by the Ghana Statistical Service such as the Ghana Living Standard Surveys, the Core Welfare Indicators Questionnaire and other demographic surveys. The results of these survey s inform sector development plans.</td>
<td>3.8</td>
<td>There is the Time Use Survey by the GSS which is yet to be disseminated</td>
<td></td>
</tr>
<tr>
<td>Capacity for analysis and modeling</td>
<td>3.6 Does the Administration have the capability to analyze statistical data for forecasting purposes?</td>
<td>Some capacity exists in this area. However rely on GSS for any complex issue on forecasting. The ministry analyses only data it fid relevant at the [point in time. Other data are used by researchers.</td>
<td>0.8</td>
<td>Limited capability in data forecasting and modeling exist in the Ministry.</td>
<td>0.5</td>
<td>The Ghana Statistical service has the capacity to do statistical analysis and modeling as well as other MDAs, however not all sectors are adequately staffed hence there is the</td>
<td>2.0</td>
<td>A number of officers have been trained in the use of analytical tools for modeling and forecasting.eg. such as the use of CUBE for analysis and forecasting and HDM IV for making projection for maintenance purposes.</td>
<td>1.3</td>
<td>The National Statistics Office (NSO) and MDAs with strong research Divisions have the capacity for data analysis and modeling.</td>
<td>1.5</td>
</tr>
</table>

	3. Statistics										
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
						need to upgrade staff numbers.					
Performance Measurement	3.7 To what extent is performance measurement available and used for decision making process?	Limited to sector wide performance assessment indicators. It is difficult to measure performance based on programs since at the operational level activities are integrated.	3.3	Some Units in the Ministry use performance data for decision whilst majority of the Units do not adhere to that.	1.8	The performance indicators are not used for effective decision making.	2.5	Managers in the sector rely a lot on annual performance data for decision making. The Annual Review Report and the Statistical Report provide information for planning, programming and budgeting.	3.0	· The APR submitted by the Ministry to NDPC for performance appraisal . MOFEP also measure the performance through MDBS PAF, targets and triggers.	2.8
Average for the Pillar			2.7		1.1		2.1		2.4		1.8

		4. Leadership								
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Commitment	4.1. What is the decision-makers' level of commitment to a management for development results approach?	Leadership recognizes the need for program based planning and is getting ready to join in the pilot	1.8	Staff in most Units support the initiatives of MfDR but do not practice it to the letter.	2.5	Decision makers are fully committed to MfDR.	3.0	The Ministry has annual objectives that have to be achieved by all directorates. Managers sign performance contracts to achieve the set objectives and members of staff are to work with the managers to achieve the objectives. The Ministry is also working towards a comprehensive monitoring system to monitor the results at all levels of the organization.	2.5	Management are fully committed to result approach in areas of work plans of all divisions and departments of the sector, management meetings, management review meetings, staff durbars where grievances of staff are heard and positive measures/decisions taken.	2.8

		4. Leadership									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Clarity and articulation of development orientations	4.2 To what extent does national planning clearly present the development objectives and form the frame of reference for Government action?	The NDPC provides leadership in this area and articulates government developmental objectives through training and planning guidelines.	2.0	The Sector Medium Term Development Plan clearly articulates outcomes, results and measurable targets winch are in line with the GSGDA. Copies of the Plan are available and accessible to all stakeholders.	2.8	Some sectors are reluctant in collecting the national data, however the national policy framework, sector and district plans are in conformity with the national development objectives.	2.8	National development plans are drawn and circulated by the National Development Planning Commission. Relevant sectors draw their sector plans according to the national plans or targets set. Annual progress is reported back to the N.D.P.C.	3.5	The guideline for the preparation the Sector Medium Term Plan clearly states the outline of Government Policies, plans, programmes and targets for National Development. APR as a tool for data collection are developed and submitted to NDPC by MDAs including MOWAC	3.0
Participation of non-state actors	4.3 To what extent do civil society organizations and the private sector participate by the side of the Government as partners in	Civil society organizations and in the health sector and the private sector participates in all discussions on critical health issues. The Ministry recognizing the importance of the	3.8	The Local Government Act 462, 1993, National Development Planning System Act 480, 1994, Local Government Service Act 656, 2003, mandates the Ministry to ensure Civil Society Organizations participation in some	2.8	Public consultation and engagement is the norm in policy formulation, development planning and M&E processes at the commission.	3.0	Extensive consultations are conducted in formulating National Policies. Civil Society Organizations, Non Governmental	3.0	The Sector has been having public consultation CSO:. Egs, development of the sector's Budget Plan, Preparation and Launch	3.0

		4. Leadership									
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
	achieving development results?	private sector has set up a private sector unit to help promote better interaction.		policies and planning formulation, implementation of programmes and projects. They therefore partner the Ministry to achieve results and provide some feedback for policy change				Organizations and the private sector are represented on some decision making committees in the transport sector.eg. Axle Load Working Committee, Urban Transport Project Committee and Transport Sector Group.		of the Reengineering Action Plan, CEDAW plan, Sector Medium Plan. CSOs represented on MOWAC's Boards.. (Ministerial Board, Domestic Violence Board)	
Responsibility and delegation at the level of senior officials of the Administration	4.4 Do the management practices of senior officials of the Administration encourage the development, involvement and motivation of civil servants?	Incentives are minimal apart from the scheduled promotion	0.5	The establishment instrument mandates the Ministry to clearly define structures that support delegation, motivation, involvement in decision making. The existence of the 5 Directorates namely PPME, Administration, F&A, HR, and Statistics, Research and Information is an obvious indication of a well organized and structured Sector . However some	2.5	The delegation of activities /duties is practiced among some government agencies and departments. Increasingly, tools are being developed to support this practice.	1.8	The structures exist within all the department for managers to delegate duties to various levels. Initiatives are being taken to draw scheme of service and annual appraisals for staff.	2.3	Senior officials of an Administration are accountable for the actions of their staff and that, sometimes resist delegation in some areas/activities/programmes	2.5

		4. Leadership								
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
				Managers seldom delegate for specific duties either due to mistrust or fear of non performance.							
Integration of the decentralization dimension	4.5 To what extent do the Administration and the regional/local authorities operate coherently with a view to achieving development results?	The decongested structure of the ministry provides for collaboration with local authorities at all levels. The extent to which collaboration with local authorities occur depends on leaders at either the local authority level or health sector level	2.0	The Local Government Act 462, 1993, National Development Planning System Act 480, 1994 mandates local governments to ensure that plan preparation at all levels are participatory. In as much responsibilities are well defined, resources allocated to execute such roles and responsibilities are not good enough to enable the local governments carry out such duties	2.8	Decentralisation is not under full implementation however regional and local authorities are committed to achieving development results.	2.5	Government has a policy on decentralization which is being implemented in all sectors.eg. the Department of Urban Roads and Department of Feeder Roads are to be decentralized to ensure decision making involves the local authorities however the process is slow.	2.3	Action Plans, Sector Medium Plans, M&E Plans, Reengineering Plans, Financial Plans. MOWAC coordinates with all Depts and Regional inputs are considered in the above plans.	2.8

		4. Leadership									
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Change in Management	4.6 To what extent has the Government provided itself with the means necessary for addressing capacity-building as a genuine project for in-depth change in the Administration and its practices?	The government provides carrier development opportunities for staff. They however do not have elaborate plans. By the nature of the civil service, any major initiate aimed at incentivizing staff may have to receive approval from several quarters Budgetary approval will also have to be sought. Considering the resource constraints in the system, this becomes an uphill task.	2.0	Over the years, the Ministry has not been able to structure its capacity building activities for the staff. Indeed, the Ministry for a long time had not undertaken a comprehensive training needs assessment to ascertain the capacity gaps among staff for redress	0.0	Capacity development issues are not well organized and integrated all public service managers must be strategic about them.	0.8	There is continuous capacity building towards Result Based Management. Various categories of staff are given various trainings based on their line of work and future aspirations.	1.3	1.The institutional assessment of MOWAC identifies our sort-comings.. This has helped us with our training plans and need assessment plans.. Problem: process is low to achieve the above. 2. It is not always that cultural and sociological aspect are considered. 3. External factors capacity building. 4. Budgetary allocation is a factor	2.5
Human Resources Management	4.7 To what extent does RBM affect management	Since they have to regularly report to a wider sector wide group, they are	2.0	Top Management possesses skills and knowledge in MfDR which reflects in the	2.5	Performance evaluation at the individual and at the institutional level	1.5	The Ministry has a training program for the year,	2.0	1.Appraisal forms for staff are use for resource	1.5

		4. Leadership								
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
	practices at the individual level?	always proactive to ensure they achieve planned targets.		discharge of their functions. However , Ministry is yet to formulate HR Development Plan geared towards enhancement of staff performance				undertakes appraisals for staff but there is no effective recruitment policy.		based management practices. 2. most often than not, officers are not properly appraised because officers do not sit down with their Directors to compare objectives with results	
Average for the Pillar			**2.0**		**2.3**		**2.2**		**2.4**		**2.6**

		5. Accountability and Partnerships								
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Independence of the higher Audit institutions	5.1 To what extent do the control institutions (Auditor General Department or Office) and the judiciary function independently of the executive branch?	The extent of independence cannot be determined. Any information provided may be based on perception.	0.5	The establishment of institutions such as Public Accounts Committee by Parliament and the Internal Audit Service , Ghana Audit Service, the 1992 Constitution of Ghana, the Financial Admin. Act, the Public Procurement Act, Act 663 etc point to the fact that the control institutions like the Judicial Service are autonomous and independent	3.5	Since appointments are made by governments there is the likelihood the government may influence reports of these institutions	2.5	. N/A	N/A	Because it is a Government institution that depends on the Government for their survival (appointment of Director-General, payment of salaries and other logistics).	1.8
Parliament's role in oversight of Government action	5.2 Up to what level does the Parliament fulfill its role of exercising oversight of Government action, particularly as regards economic policies and budget allocations?	The parliamentary select committee on health does have regular interaction with the leadership with the view to ensuring that plans, budget and programs are in line with legal requirements. They also participate in the health sector's review exercises.	2.0	With powers derived from the 1992 Constitution of Ghana, Parliament has a comprehensive structure to oversee Governments business with all seriousness it deserves. In some instances, the Legislature is under duress to approve certain policies of government due to partisan considerations.	2.5	Parliament used the 2008 Annual Progress report to exercise its oversight responsibilities	2.5	The parliament select committee on transport has over-sight respon-sibility to the activities of the sector. They app-rove the Ministry's budget, they advice on policies and they monitor the Ministry's progress.	2.5	1. There are legislative structures available: eg, SFO, Internal Audit Agency (IAA) Public Accounts Committee.. 2. They have not been able to talk to increase the vote of MDAs although, reports are available..	2.3

		5. Accountability and Partnerships								
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Media independence	5.3 To what degree are the (public and private) media, as a whole, able to play effectively their role in criticizing the authorities?	The numbers of private print and electronic media vying for information and criticizing government is a manifestation of the freedom enjoyed by the media and is able to report on any issue.	3.0	The Constitution allows for the freedom of the media. There is no censorship of the media. The Criminal Libel Law has also been repealed. The National Media Commission acts an arbitrator in matters of media. The media is vibrant in the country.	3.0	The media focuses to a large extent on political activities at the national level with less emphasis on development activities especially in the districts	2.5	. N/A	N/A	Media independence has increase in the area of investigative media.. Egs. In the area of the Customs, Osu Children's Home, etc.	2.3
Public access to results	5.4 What is the assessment of the level of public dissemination of information by the Government?	The ministry's reports and documents are on the web for public access.	3.0	There are a number of outlets by which information is disseminated to the public ranging from Town Hall Meetings, Meet-the-Press, Policy Fair, State of the Nation Address, and through Information Services Mobile Van. This will be further be enhanced when the Right to Information Bill is passed. The radio and TV news and shows also complement the disseminations of information.	2.8	Policy planning and M&E publications are distributed, posted on the website and dissemination conducted at the regional and district level	2.0	Sector results are made available on request. Annual Performance and Statistical Reports are published online.. the Minister on regular basis meets with the press to present the sector's programs and answer the public's queries.	2.5	Government has policies in place to disseminate information to the public, ie:. Organization of Policy Fair at all levels, Meet the Press Series by MDA's, Press Releases and Con-ferences.. Certain programmes are limited to those with access to electronic gadgets and print media	2.8

		5. Accountability and Partnerships									
		Health		**Local Government and Rural Development**		**Planning Commission**		**Road and Highway**		**Women and Children**	
Dimension	**Question**	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
Coordination among DPs	5.5 To what extent do Administration mechanisms ensure effective coordination among DP activities?	Through the SWAp the ministry organizes monthly sector group meetings that allows for coordination of support. The SwAp also provides for organized health sector DPs group which meet regularly to discuss plans and programs	3.8	Multi-donor budgetary support meetings allow for effective coordination between the ministry and the DP to ensure that resources are utilized effectively and efficiently. Additionally, the use of sectors plans and Monitoring and Evaluation plan as triggers for donor support justify effective collaboration. The District Development Facilities under the ministry which accessed by MDAs also ensure that donor partners and the ministry are working hand-in-hand.	2.3	There is regular interaction with the Development Partners at the MDBS as well as bilateral levels.	2.8	The activities of donors are coordinated in the sector. Sector coordination meetings are held quarterly.	3.3	Government has developed clear donor linkage.. Egs. MOWAC meetings with Donor Partners (GEST Meeting), Programmes Coordinators meetings and Audit Exist meetings	2.0
Alignment of partners on national priorities	5.6 To what extent do the Administration's good MfDR practices ensure the external partners' alignment on national priorities?	Through the sector's medium term and annual plans partners and the sector wide meetings partners are able to align to the sectors' priorities.	3.0	After the Paris Declaration, the Ministry has ensured that the development partners align their development policies with that of the ministry. However, not all of the DP have attained this compliance.	2.3	Some Development Partners have aligned their assistance to national as well as NDPC priorities. There is some level of strenthening Ghana's capacity to mange resources to achieve desired	2.5	Major steps have been implemented over the years in the area of alignment and harmonizatio n of national priorities and donor assistance. There remains the	2.8	All Donors take part in the consideration of the National Programmes	3.0

5. Accountability and Partnerships											
		Health		Local Government and Rural Development		Planning Commission		Road and Highway		Women and Children	
Dimension	Question	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score	Arguments	Score
						results by NDPC, however better data is needed on budget activities and intermediate outcomes to minimize inefficiencies due to the use of different data collection systems by some MDAs.		full acceptance of country systems by most development partners.			
Average for the Pillar				2.5		2.7		2.5		2.8	