

UNIVERSITY OF BERGEN

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*Department of Administration and Organization Theory*

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**Master's Thesis in Public Administration**

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**Implementation of Social Protection Programmes in Ghana:  
the Case of the Livelihood Empowerment against Poverty  
Programme (LEAP)**

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**Abbreviations**

BECE- Basic Education Certificate Examination  
CLIC- Community LEAP Implementation Committee  
DA- District Assembly  
DCE- District Chief Executive  
DFID- Department for International Development  
DLIC – District LEAP Implementation Committee  
DSW- Department of Social Welfare  
FGD- Focus Group Discussion  
GHC- Ghana Cedis  
GLSS- Ghana Living Standard Survey  
GoG- Government of Ghana  
GPRS I- Ghana Poverty Reduction Strategy  
GPRS II- Growth and Poverty Reduction Strategy  
GSFP- Ghana School Feeding Programme  
GSOP- Ghana Social Opportunities Project  
GSS- Ghana Statistical Service  
GYEEDA- Ghana Youth Employment and Entrepreneurial Development Agency  
HIPC- Highly Indebted Poor Countries  
ID- Identity Card  
IMF- International Monetary Fund  
ISSER- Institute of Statistical Social and Economic Research  
LEAP- Livelihood Empowerment against Poverty  
LIPW- Labour Intensive Public Works  
LMU- LEAP Management Unit  
M&E- Monitoring and Evaluation  
MDGs- Millennium Development Goals  
MIS- Management Information System  
MoE- Ministry of Education  
MoFEP- Ministry of Finance and Economic Planning  
MoGCSP- Ministry of Gender, Children and Social Protection  
MoH- Ministry of Health  
MoLOGRD- Ministry of Local Government and Rural Development  
MoMYE- Ministry of Manpower, Youth and Employment

MP- Member of Parliament  
NDC- National Democratic Congress  
NDPC- National Development Planning Commission  
NDPF- National Development Policy Framework  
NHIS- National Health Insurance Scheme  
NPP- New Patriotic Party  
NSPF- National Social Protection Framework  
NYEP- National Youth Employment Programme  
OVC- Orphan and Vulnerable Children  
RCC- Regional Coordinating Council  
SHS- Senior High School  
SP- Social Protection  
T&T- Transport Ticket  
UNICEF- United Nations International Children Emergency Fund  
WB- World Bank



## **Dedication**

I DEDICATE THIS WORK TO MY MUM, DAD AND SIBLINGS.

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## Abstract

*Social protection up the development agenda has been consistently characterised by social transfer programmes mostly in the form of conditional cash transfers (CCT) especially in developing countries. However implementation of such programmes has not been quite impressive. Ghana started the implementation of LEAP in 2008 as a pilot programme. The LEAP aims at transferring conditional and unconditional cash transfers to the extremely poorest households in the country. The rationale is to empower the poor and vulnerable categories in the country so as to boost economic development.*

*The study assessed the implementation of the LEAP in two different parts of the country (Ghana), North (Savelugu District) and South (Ga South Municipality). The main aim was to know the factors that contributed to any differences or similarities that existed as far as the extent of effective implementation of LEAP in these two parts of the country is concerned. Therefore indicators such as effective targeting of beneficiaries, regular and consistent payment of grants to beneficiaries, effectively linking beneficiaries to complementary services like NHIS etc were assessed. Based on these assessment criteria, factors such as politics, resource capacity (financial & Human), administrative structure and target group behaviours were used in analysing the differences and similarities that contributed to the level of effectiveness in the implementation of LEAP.*

*Using a qualitative research method, data (Interviews, Focus Group Discussions, observations and documents) were compiled and analysed and with Winters Integrating Model, Meter and Horn Model of Implementation and Bo Rothstein Implementation Model as theoretical frameworks, the study concluded that, even though other factors may had affected the differences that existed in the extent of effective implementation of the LEAP, level political interferences, human resource and the target group behaviour are the three most important factors that had contributed to the variations that existed between Savelugu District (North) and Ga South Municipality (South.)*

# Chapter 1

## INTRODUCTION

### 1.0 Introduction

The main focus of this study is to examine the implementation of a social protection intervention in Ghana, Livelihood Empowerment against Poverty (LEAP). The study addresses the factors and actors that contribute to the differences or similarities that exist between the North and South of Ghana as far as the extent of effective implementation of LEAP is concerned. The study was conducted in Ga South and Savelugu districts in the South and North of Ghana respectively.

The first chapter has been categorised into six sub-sections. The main introduction of the thesis, background of the study, statement of the problem, significance of the study, research objectives and the main research questions for the study.

### 1.1 Background of the study

After Ghana's independence in 1957, successive governments have focused on economic growth acceleration, with the intention that it will automatically reduce poverty levels of citizens and thereby increase living standards. It is against this background that the medium-term National Development Policy Framework (NDPF)<sup>1</sup> popularly known as '*vision 2020*', was instituted. Thus, to channel the preparation and implementation of sector and district development plans aimed at reducing poverty and improving social wellbeing of people (International Monetary Fund country report, 2012). Based on the NDPF, the government adopted the Ghana Poverty Reduction Strategy (GPRS I). The GPRS "is a comprehensive development framework in support of poverty reduction and growth" (IMF report 2003-2005). Under the GPRS-I, Ghana was able to access to lot of debt relief measures due to her involvement in the Highly Indebted Poor Countries (HIPC)<sup>2</sup>. Also under the GPRS I, the government established lots of measures to curb the high incidence of poverty and

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<sup>1</sup> National development policy framework of Ghana is a framework to make the country a middle-income economy by 2020 by achieving a higher per capita income.

<sup>2</sup> Highly Indebted poor countries (HIPC) is an initiative where countries in serious debts and are unable to recover all are supported by especially the International Monetary Fund by reducing their debt and in some instances debt cancellation. Ghana joined HIPC in 2002, when it went into huge debt and was unable to recover. During that time the IMF supported them with a debt reduction package.

ensure a stable macro-economic growth (Analysis and Policy Statement, 2003-2005: 1). Thus these measures were to help reduce the high incidence of poverty in the country. Based on these, critical areas were given serious attention and they include, human development, macroeconomic stability, production and employment, governance and programmes for the poor and the vulnerable (orphan children, extremely disabled & the aged)<sup>3</sup>, (Economic and Social Council, UN: 2007).

However, poverty reduction level in the country was not quite impressive. Around 2006, the Growth and Poverty Reduction Strategy known as the GPRS II was adopted. In conjunction with the GPRS II and the Millennium Development Goals (MDGs), Ghana's broad policy framework to protect the pro-poor and vulnerable was also initiated. Thus the National Social Protection Framework (NSPF), which comprises lots of social protection, measures like the National Health Insurance Scheme (NHIS), Ghana School Feeding Programme (GSFP), Free School Uniform, Improved Pension Scheme System and the Livelihood Empowerment against Poverty (LEAP).

## **1.2 Statement of the Problem**

Poverty reduction is a major concern for government of Ghana. This is demonstrated by the various policies and programmes initiated and implemented by various governments to date. Nonetheless achievement of the MDGs<sup>4</sup> and Ghana's overall National Framework for Social Protection (NFSP), which target eradication of extreme poverty as first among its goals, could only be realized if right policies and programmes are put in place. Consequently not undermining the implementing agencies and stakeholders whose performance will contribute to the achievement of the prior policy objectives or otherwise. It has been observed that policy

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<sup>3</sup>An orphan child in Ghana is someone who is below eighteen years and has lost both parents.

Extremely disabled person in Ghana is someone who is physical challenged to the extent that the person cannot engage in any economic or productive venture.

<sup>4</sup> Millennium development goals constitute eight targets for developing countries set by the United Nations to be achieved by 2015. These goals are mainly geared towards the socio-economic and political developments of the countries involved with it ultimate aim of poverty eradication.

implementation is one of the major problem confronting developing nations. Thus, “Implementation problems occurs when the desired results on the target beneficiaries is not achieved; thus whenever and wherever the basic critical factors that are crucial to implementing public policies are missing, then implementation problem are bound to occur” (Makinde 2005:64). In the case of Ghana, implementation of poverty reduction programmes has been a nightmare (Buabeng 2005:10). This can be attributed to the over-centralized nature of our governance structure as well as some other critical factors like resources. For instance, a study conducted by Buabeng (2005), indicates that implementation of Microcredit<sup>5</sup> and Village Infrastructure programmes in the year 2000 to alleviate poverty were faced with some challenges in achieving its ultimate objective, due to its over centralized nature of its implementation structure (Buabeng 2005:9). It is against this background among other reasons that I decided to also study the implementation of another poverty reduction programme in Ghana, to find out if the same centralization applies and some critical factors and actors that play a role in determining the level of effectiveness in the implementation of LEAP.

In most case, governments’ social protection programmes to alleviate poverty are done through the Ministries and Agencies that are located at the capital of the country. In this respect, those in the Southern part especially, greater Accra, finds it easy accessing these Ministries and Agencies. In contrast, most of these programmes are supposed to benefit the poor people who are in the deprived communities especially in the three Northern regions of Ghana. This implies that they are even left out in the policy formulation process. These poor people travel long distances to be able to access some of these services, like birth and death registration, pension payments and among others. Based on this inconvenience and failure of past poverty reduction measures to achieve its objectives that the decentralization act of 1960 was reformulated. The decentralization was to strengthen the local agencies capacity to implement governments policies and programmes; also to bring government to the doorstep of the citizens and lastly to enhance participation of citizens who will be directly affected by the policy.

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<sup>5</sup> Microcredit is a programme in Ghana that gives business loans to women with its aim of empowering women to be able to engage in economic activities in the country.

Further, the institutional and organizational systems in Ghana are very weak and hence affect implementation of such social protection programmes. A report by UNICEF shows that, “institutional and organizational constraints are holding back the expansion of some programmes and weak interagency coordination is making it difficult to ensure the effective implementation of such programmes” (UNICEF Report, 2009: 12).

As at 2008, the government of Ghana (GoG) had adopted a new poverty reduction strategy, known as the Livelihood Empowerment against Poverty (LEAP). The LEAP is aimed at transferring cash and other related services like healthcare, free education to the extremely poor and vulnerable in society (LEAP Operations Manual, 2007). However, reports indicate that not all poor people are scaled-up in the programmes and implementation has been inconsistent (Handel et al 2013 as cited in Mochiah et al 2014: 6). Thus timely delivery of the cash to the beneficiaries is a challenge to the implementers. Basically due to inadequate funds and other administrative factors. There is a belief that unimpressive performance of the implementation of the social protection policies and programmes like LEAP programme is due to the centralized nature of the whole scheme. Thus creating lots of challenges for the local implementers who deal directly with the beneficiaries. Their daily efforts to implement the LEAP are therefore fraught with factors such as inadequate resource capacity, overly influence of national politics as well as lack of beneficiaries’ participation. Nonetheless, there is the need for both the central agencies and local agencies to co-ordinate and collaborate if impressive performance of LEAP implementation is to be realized. However, implementation of such social protection programmes in the Southern part of Ghana is somehow believed to be more effective than its counterpart in the North. This is related to the fact that the South is closer to the capital and well developed than the North. Conversely, poverty levels are higher in the three northern regions of Ghana as compared to the South.

Also, I have observed in most of the literatures that research on the LEAP programme had focused more attention rather on evaluating the impact of the programme on beneficiaries without analyzing the factors and actors that contribute to the extent or degree of effective implementation of the programme (LEAP). For instance a study conducted by Osei (2011), addressed the impact of child support under the LEAP

programme on poverty and inequality. Thus, my study is quite different because it looks at the extent of effective implementation of the LEAP rather than its impact on the target group.

Drawing from all the above discussion, I was thereby inspired to study the implementation of LEAP, which will contribute to the filling of the gap in the study of implementation of social protection policies and programmes in general and the LEAP programme in particular.

### **1.3 Significance of the Study**

Poverty reduction has been a burden in Ghana, with lots of strategies being adopted to address it over the past two decades. But it seems not much attention is given to the study of poverty reduction in Ghana and the few studies rather focus on impact evaluation of such poverty reduction programmes. Recently, LEAP programme was introduced to transfer cash to the poor with the aim that giving cash to the poor will improve their living standards. However, in most situations implementation of such programmes are fraught with difficulties making performance not impressive, which some studies like (Buabeng 2005), has attributed it to the over-centralized implementation structure of the country and other related factors. Even though (Buabeng 2005) study contributed to the academic sphere of implementation studies on poverty reduction programmes in Ghana, it was only based in one rural district, where he compared two poverty reduction programmes, Micro Credit and Village Infrastructure. My study is different because it studies a different only one poverty reduction programme in the country, but two different districts in two different parts of the country.

In this view, my study is significant in the academic literature because it seeks to address the implementation stage of a recent poverty reduction programme (LEAP), thus a shift from the impact evaluation of the programme. Findings from this study makes it possible for flaws and challenges in the programme to be identified and improvement to be made. Also it brings to light, the differences or otherwise of implementation process and extent of effectiveness as it exist in the South and North of Ghana. Finally, it contributes to the local level studies literatures.



## **1.4 Scope of the Study**

This paper seeks to shed some light on some factors and actors that account for the overall effective LEAP implementation in two local communities in Ghana. Specifically, the study uses qualitative interview with a mixture of secondary data to determine the factors that account for the output of implementing institutions of the LEAP programmes. Thus effective implementation in my study is assessed based on the implementation process and output of the programme. Effective implementation in this study is seen more in terms of the timely and regular delivery of the cash to the target group, beneficiaries getting the actual cash transfer due them as well as ability of implementers to link beneficiaries to complimentary services<sup>6</sup>. The ability for the implementing bodies to be able to effectively deliver on their duties as stated above, however is dependent on several factors, which forms the basic assumptions of this study. And to account for these factors, the study assesses first, the implementing bodies, whose daily activities are more evident and second, the beneficiaries of the LEAP. Consequently, since by study is to critically study implementation at the local level, two districts have be chosen to make it possible for a comparative analysis. These two communities are taken from two different parts in Ghana for specific purposes, which have been justified in my subsequent sections. Thus, Savelugu district in the North and Ga South municipality in the South.

## **1.5 Research Objectives**

The main objective of this research is to explore the factors that affect effective implementation of the LEAP programme in two districts. Drawing from the main objective, the following will be the specific focus of the study:

- To examine the role of politics in the implementation of the LEAP programme at the local level.
- To find out the role of resources in the implementation of the LEAP programme in the two districts.

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<sup>6</sup> Complimentary services on LEAP include other programmes that beneficiaries enjoy due to their inclusion in the LEAP cash transfer. Hence implementers are supposed to coordinate with other sectors in the country, to ensure that the beneficiaries are enrolled on them. Such complimentary programmes are, free National Health Insurance, School Feeding for schooling going children in LEAP households etc.

- To identify how the formal and informal administrative structure affect the effective implementation of the programme.
- To examine the target group behavior towards the implementation of the programme.
- To identify the differences or similarities that might exist between in the South and North as far as the implementation of LEAP is concerned

## **1.6 Research Questions**

To achieve the above objectives, the study was guided by the central question, what are the factors that explain the level of effective implementation of the LEAP programme in Savelugu and Ga South districts? Specifically, the study provided answers to five main questions namely:

- What is the role of politics in the implementation of the LEAP programme?
- Are resources available at the needed time and in the right quantity?
- What effect does the administration structure have on the implementation of the LEAP programme?
- What is the behavior/attitude of beneficiaries that affect effective implementation of LEAP?
- Are there any differences or similarities between the South and North in the effective implementation of the LEAP in Ghana?

## **1.7 Organization of Thesis**

The study has been organized under seven (7) chapters as follows:

**Chapter One** - it includes, introduction, background of problem, problem statement, and significance of the study, scope of the study, research objectives and research questions.

**Chapter Two** – review of literatures on implementation studies, theoretical models on implementation, theoretical relevance of the models to the study, analysis of dependent and independent variables and conceptual framework specific for the study.

**Chapter Three** – its delineates the methodological aspect of the study by presenting an overview of the two study areas, discussing and giving of justifications for the research design, research strategy, target population, unit of analysis, selection of respondents, data collection methods and sample size used. Also, limitations of study, data management and analysis, as well as issues concerning quality of the study (validity and reliability) are addressed.

**Chapter Four** – it presents an overview of the National Social Protection Framework of Ghana. It discusses social protection in Ghana with specific focus on the LEAP programme.

**Chapter Five** – it present the findings and discussions on two of the factors that contribute to the extent of effective implementation of LEAP (role of Politics and Administrative Structure).

**Chapter Six** – it gives account on the findings and discussions on resource capacity (financial and human) and target group behavior.

**Chapter Seven** – this last chapter, summarizes and concludes the whole thesis. It entails a summary of the findings and discussions from chapter 5 & 6, implications of the findings as linked with the dependent and independent variables, theoretical relevance, emergent issues, contribution of the study and conclusion.

## CHAPTER TWO

### THEORETICAL FRAMEWORK

#### 2.0 Introduction

In the following sections, I present the theoretical framework that shaped my understanding on the study. The study was based on three broad theoretical models on implementation. I adopted Van Meter & Van Horn Implementation model, Winter's Integrating Model and Bo Rothstein Model of Implementation. Various facets of the models mentioned above have been utilized together. This implies that these models shaped my understanding on the kind of independent variables used in assessing the extent of effectiveness in implementation of LEAP. As noted by Ostrom, "the elements contained in a model help analyst generate the questions that need to be addressed when they first conduct an analysis" (Ostrom 2007 as cited in Hill and Hupe 2012: p 118). Each of these implementation models is elaborated briefly in the upcoming sections. Also its implication and relevance to my study has been addressed. Again the different perspectives on policy implementation are highlighted with specific case in the Ghanaian context. This chapter further discusses the conceptual framework for my study based on the synthesis of the three-implementation models.

#### 2.1 Use of Theory

Theories play an important part in most scientific research. It informs our knowledge on the world in which we live. Theory helps to shape our knowledge about what variables to use in any kind of study. According to Creswell, "a major component of reviewing literature is to determine what theories might be used to explore the questions or scholarly study" (Creswell 2013: p51). Also, to Kerlinger, theory is "a set of interrelated constructs (variables), definitions and propositions that presents a systematic view of phenomena by specifying relations among variables, with the purpose of explaining natural phenomena" (Kerlinger 1979: 64). This study employed an adaptive approach of theorizing. Adaptive theory approach according to Layder (1998) is both deductive and inductive in nature. In his view, a study is said to be adaptive when it begins with a theory that shapes the study and the data collected also

modifies the theory. My study is adaptive due to the fact that it uses theoretical perspectives and the empirical data also shapes my understanding on the theory or models. After a careful analysis of the literatures on this kind of study, this study adopted Bo Rothstein implementation model, Winter's integrating model as well as Van Meter and Van Horn model of implementation and other arguments and empirical studies on policy implementation to shape my work on the field.

## **2.2 Concept of Policy Implementation**

Various scholars have defined policy implementation differently. Implementation according to Ramesh (2012) refers the effort, knowledge and resources devoted to translating policy decision into practice. This definition implies that for implementation to be successful, funding must be allocated, personnel assigned, rules of procedures developed to make the policy work (Ramesh 2012:160). He further mentions the importance of bureaucrats when it comes to policy implementation. "Thus in his view, bureaucrats are the most significant actors involved in the implementation process" (ibid:160). In most situations policy or programme implementation is left in the hands of the civil servants both at the national and local levels. Thus, these groups of people are those who normally have direct contact with the target groups. This means they tend to affect the outcome of a policy directly than the policy formulators. As Ramesh pointed out, "different bureaucratic agencies at various level of government (national, state and local) are usually involved in implementing policy, each carrying particular interest, ambitions and traditions that effect implementation process and shape its outcomes" (Bardach 1997 et al as cited in Ramesh 2012:p160). This implies that translating policies into reality is not as simple due to lot of intricacies that surrounds it, especially in developing world. Aryee (1994) "observed that in developing countries, public policies are most of the time not implemented at all, and in few situations where implementation is carried out the process deviates from the intentions of the policy makers" (Aryee 1994 as cited in Buabeng 2005:p14).

Van Meter & Van Horn offers another definition of policy implementation. In their view, "policy implementation encompasses those actions by public and private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions" (Van Meter & Van Horn 1975: 447). This definition of policy

implementation indicates that implementation can only proceed after prior policy objectives have been set. Thus, “implementation does not commence until goals and objectives have been established” (ibid). According to them, “the study of policy implementation, offers an understanding of how the system succeeds or fails in translating policy objectives into concrete and meaningful public services” (ibid: 450). In their arguments, to determine whether policy has achieved its objectives, then we need to know what really happens in the implementation process. Hence, the question of what factors and actors contribute to the success or failure of the policy objectives must first be addressed.

In addition, the pioneers of policy implementation in the public administration discourse, Pressman and Wildavsky, also offered another meaning of implementation in their book *‘Implementation’* published in 1973. Their understanding of implementation can be likened to that of Van Meter & Van Horn, since both definition made mention that implementation phase comes after policy decisions or objectives has been set. To Pressman & Wildavsky, “implementation is the carrying out of the basic policy decision, usually made in a statute, court decisions or executive orders” (Pressman et al 1973:540). This definition implies that implementation can only take place after a passage of a statute. Hence to them, implementation analysis must identify factors that affect the achievement of statutory objectives (ibid: 541).

Again, O’Toole (2003, p266) defines policy implementation, “as what develops between the establishment of an apparent intention on the part of government to do something or stop doing something and the ultimate impact of world of actions” (O’Toole 2003 as cited in Paudel 2009:37).

All the above definition on policy implementation converge to a single meaning that, implementation takes place when a prior policy is set and implementation involves the actions and efforts on the part of the implementers, also implementation results in most cases must reflect the intentions of the government.

From the above discussions on policy implementation, three conceptualizations of the term can be derived. Thus implementation can be seen in terms of a process, output and outcome. It is a process of a series of actions and decisions directed towards putting a prior authoritative decision into effect. In this case, implementation process is based on the satisfactory performance of the tasks been carried out (Paudel 2005:

38). Also, implementation can be defined based on output or the degree to which a policy or programme goal has been achieved. Finally, implementation can be explained in relation to a measureable change on the problem that the policy or programme seeks to address (Lester et al 1995 as cited in Paudel 2005: 38)

The different views on policy implementation portray the complex nature of policy implementation. Thus, “implementation is often the most crucial aspect of the policy process, making outcomes of implementation efforts highly variable ranging from successful to unsuccessful”(Grindle and Thomas 1990: 1165). According to Ramesh, until the early 1970s, implementation was often regarded as unproblematic (Wilson, 1883 et al as cited in Ramesh 2013: 163). Until Recently, lots of researchers have raised concerns that implementing programs and policies is much more a difficult task. Specific cases includes, Pressman and Wildavsky study on United States federal programs for unemployed residents of Oakland, California. This research raised concerns about the most appropriate way to implement policies. Thus, the argument between the Top-Down approach and the Bottom-Up approach of policy implementation. Below is an analysis between the two approaches of policy implementation.

### **2.3 Approaches to the Study of Policy Implementation**

The debate between top-down and bottom-up approach originated between the second generations of implementation research (Howlett & Ramesh 2013:163). Arguments have been raised among implementation researchers as to the best way of tackling implementation that generated among the second-generation school of thought. Thus traditionally we have the ‘top-down’ and ‘bottom-up’ approaches. Below is a brief discussion on the two approaches.

#### **2.3.1 Top-Down Approach**

The proponents of the top-down approach argue that implementers must follow the objectives as laid down in the original policy document formulated by the policy makers. As mentioned in Ramesh, “top-down approach starts with the decisions of government, examines the extent to which administrators carry out or fail to carry out these decisions, and seeks to find the reasons underlying the extent of the implementation conducted” (Ramesh 2012:p165). The major proponent of this

approach is Mazmanian and Sabatier (1994). The basis for the approach is based on effectiveness. Hence, “top-down process ensured that implementing officials could do their job more effectively. Where effectiveness is keeping to the original intent of the official who made objectives” (ibid: 164). Thus for implementation to be successful or effective then it means street level bureaucrats had focused on the prior objectives of the policy and delivered based on the intentions of the policy makers (Lipsky 1980 as cited in Ramesh 2013:164).

The Top-down approach was criticized by the proponent of the bottom-up approach for their shortcomings in their approach. A major part of their criticism was based on the fact that the top-down perspective were focused overly on senior politicians and officials whilst ignoring the effort contributed by the street level bureaucrats who are the main implementers of public policies (Hjern 1993 et al as cited in Ramesh 2013: 164). Also it has been criticized for its applicability in situations where there is no dominant policy statute or agency (Mazmanian and Sabatier 1973:30). Especially dealing with social service delivery. Finally, another criticism level against the top-down approach relates to the fact that they ignored the “strategies used by street level bureaucrats and target group to get around policy and divert it to their own purpose” (Weatherly and Lipsky, 1977; Elmore 1979; Berman 1978).

### **2.3.2 Bottom-Up Perspective**

The bottom-up approaches are those who opposed the top-down approach of policy implementation. In contrast to top-down approach, bottom-up approach argues that, “actions of those who are affected by and engaged in the implementation of policies should be examined in any implementation studies” (Ramesh 2013: 164). Thus, effectiveness in policy implementation should be measured using the adaptive behavior of the street level bureaucrats (*ibid*). According to Hjern, “implementation analysis should identify the network of actors involved in service delivery in one or more local areas and ask them about their goals, strategies, activities and contacts. Thus, bottom-up approach provides a mechanism for moving from street level bureaucrats (the bottom) up to the (top) policy makers” (Hjern et al 1978, Hjern and Hull 1985).

The bottom-up approach has been acknowledged for its notable strength in the implementation literature. These strengths has been outlined by Sabatier based on the



approached has developed by Hjern. First, because bottom-up perspectives do not focus on the attainment of policy objectives or decisions, it makes it possible to identify unintended consequences of governmental and private programs. Second, this approach has been credited with its emphasis on the street level bureaucrats whose efforts are taken into consideration. Despite the strengths of the bottom-up approach, it is limited based on its over emphasis on the lower level bureaucrats and not recognizing top officials in the study of implementation.

It has been cautioned that to adopt any one particular perspective or approach, it is important to consider the appropriateness of the approach based on the conditions surrounding the issue at hand in order to know which perspective may be more suitable to adopt or develop a synthesis of both approaches (bottom-up and top-down). The table below shows a comparison between the top-down and bottom-up perspective.

**Table 1. differences between top-down and bottom-up perspectives**

<b>Variables</b>	<b>top-down perspective</b>	<b>bottom-up perspective</b>
<b>policy decision makers</b>	policy makers	street-level bureaucrats
<b>starting point</b>	statutory language	social problems
<b>structure</b>	formal	both formal and informal
<b>process</b>	purely administrative	networking, including administrative
<b>authority</b>	centralisation	decentralisation
<b>output or outcomes</b>	prescriptive	descriptive
<b>discretion</b>	top-level bureaucrats	bottom-level bureaucrats

Source: adopted from A critical account of policy **implementation** theories: **status** and **reconsideration** NR Paudel - Nepalese J, Public Policy Govern, 2009 - pactu.edu.np

### **2.3.3 Synthesis of Bottom-up and Top-Down Approaches**

The third generation of implementation researches advise that the debate between the two approaches of implementation should not be a distracting factor. However, we can focus on the mixture of both approaches. In the words of Winter, “the top-down and bottom-up approach were useful in drawing attention to the fact that both top and

bottom play important roles in the implementation process, but in the long run the battle between the two approaches was not fruitful” (Winter, 2006 as cited in Hill and Hupe 2013: 58). It should be noted that both top officials and the local implementers plays a role in the implementation of public policies. Thus, if the street level bureaucrats must pay attention to the policy objectives set by the politicians and likewise, the politicians must consider the intricacies that characterize the daily activities of the street level bureaucrats in their capacity to deliver to the target group of the policy. Nonetheless, it has been observed that whether top-down or bottom-up is context specific.

## **2.4 Origins of Implementation Theory**

Implementation studies were not popular until the early parts of 1970s. In most situations it was assumed that once a policy has been set, then it would definitely be delivery. Due to this myopic assumption, the implementation stage of the policy cycle was downplayed. This perception began to change, after the publication of Pressman and Wildavsky 1973 work on program implementation (Ramesh 2009: 163). The study reveal that the anticipated policy objective of creating job programs for the unemployed folks of the inner city of Oakland was not yielding results. Other studies by Hjern (1982) and among others revealed the problematic nature of policy implementation. It therefore became necessary for attention to be geared towards identifying and understanding factors and actors that influenced the implementation stage (Sabatier & Mazmanian, 1981 as cited in Ramesh 2009: 163). Insight into implementation studies generated into argument between the best way for policy implementation between the first and second generation models of policy implementation (ibid: 164). Thus, implementation as top-down or bottom-up perspectives.

## **2.5 Framework for Implementation**

The theoretical framework I adopted is based on the models of Van Meter and Van Horn, Winter Integrating Model and Bo Rothstein. I must mention that I have not used all the variables as depicted by these models but I have applied it based on my specific study. The study used politics, administrative or implementation structure,

resource capacity and target group behavior to explain the level of effectiveness in the implementation of LEAP in two districts. Below is a discussion on the theoretical frameworks for my study.

## **2.6 WINTER'S INTERGRATING MODEL**

Winter's model of implementation contributes to the vast works on implementation. It is a synthesis between the first generation and second-generation arguments on implementation, thus the 'top-down' and the 'bottom-up' approaches. "Whereas 'top-down approach' compares implementation outcomes with stated objectives, Winters model addresses 'bottom-up' concerns such as the interest of implementation actors and social change outcome" (Ryan 1996: p738). "The model further focuses on both implementation behaviors as output and outcomes in relation to the official policy objective" (Winter 2012: 7). This model is applied in the study of the LEAP programme to ascertain the factors and actors responsible for the effective implementation of the programme to achieve its objectives. Winter's model is structured around some elements that affect implementation outcomes. These include, the disposition of the policy formation process prior to the law or decision to be implemented, the organizational and inter-organizational implementation behavior, street-level bureaucratic behavior; and the response by target groups and other changes in society and socio-economic context/condition (Winter 1989 as cited in Ryan 1996: p 738).

First, Winter argues that the condition that surrounds the policy formulation process has an advert affect on the way a policy will be implemented. These conditions he mentions includes: conflict, choice of policy instrument, attempt to solve a problem and attention given to policy formulation. In the view of Ryan, "conflict during policy formulation will have impact on the implementation outcomes. *Thus the greater the degree of conflict in the policy formulation stage, the more likely that implementation will be frustrated (Ryan 1996:p739)*". Meaning any conflict that surrounds the formulation process of a programme is likely to affect the implementation phase. Also the choice of policy instrument can also affect the implementation stage. As stated by Hill and Hupe, "a well designed policy with effective instruments is necessary but not sufficient for improving implementation prospects. The roots of implementation can often be found in the prior policy formulation process" (Hill and Hupe 2012:p 258). These policy instruments are the tools that are used in solving problems.

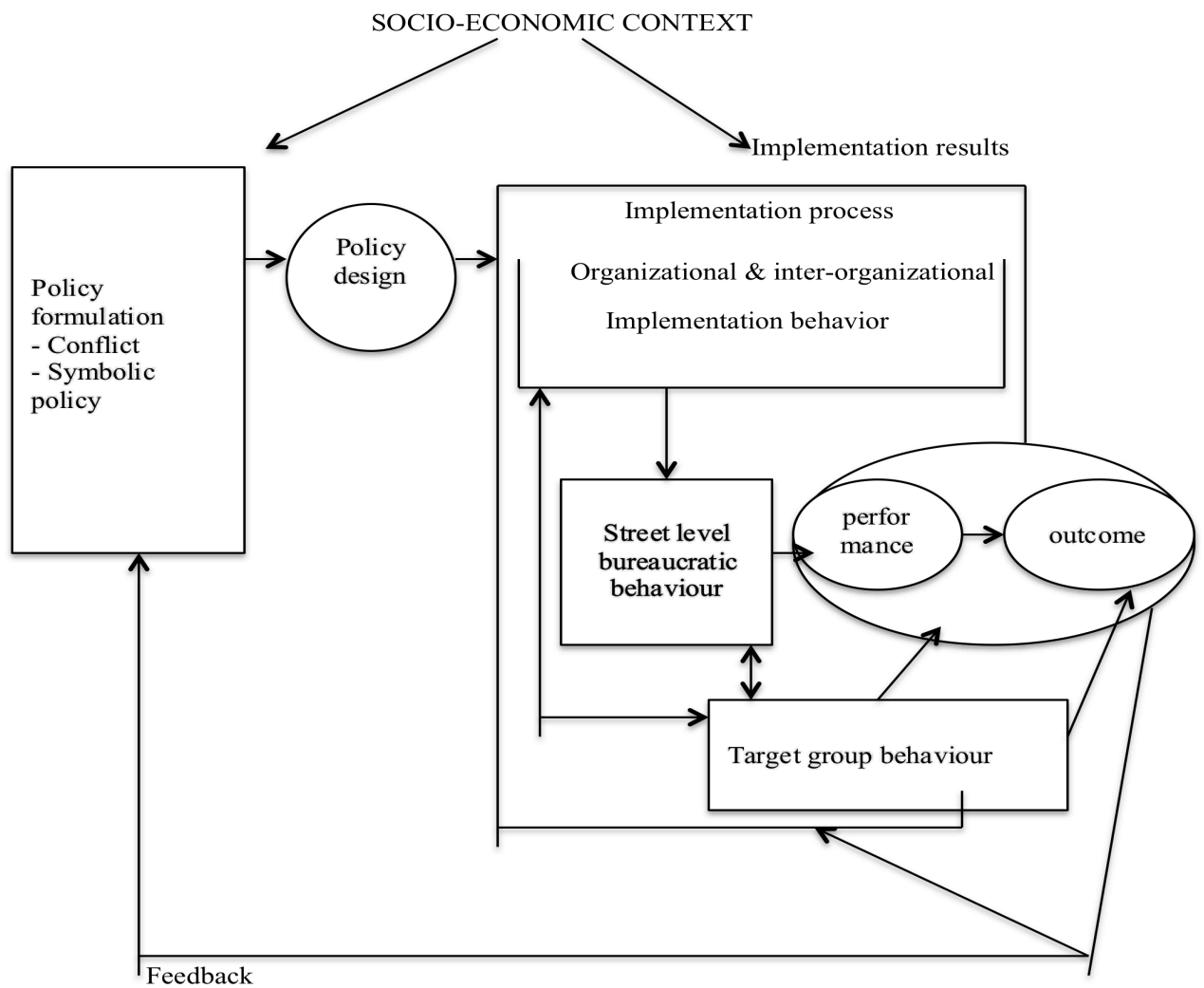
Second in winter's model is the 'organizational and inter-organizational implementation behavior'. Here, he talks about the co-ordination and cooperation between different levels of organizations involved in the implementation process. "These variables talks about the reaction of organizational and inter-organizations to programme directives" (Ryan 1996:p740). Thus the behavior of all the organizations involved as well as their inter-organizational relationship affects the extent of effectiveness of a programme. Here emphasis is made on the degree of consistency/compatibility between programme objectives and organizational interests as well as the co-operation among institutional interests. Thus organizational power and the institutional relationship during implementation must be considered (Ryan 1996:p740).

Street level bureaucrats' behavior in Winter's model is crucial to the implementation of any public policy or programme. Due to the fact that the actions of these actors tend to influence not only the output but also largely the outcome of the policy or programme. The street-level bureaucrats have to do with the individual actors within the larger organization or institution involved in the implementation. As asserted by winter, "*street-level bureaucrats have the tendency to distort the implementation of programme*" (Ryan 1996: p 739). To understand the outcome of a policy or programme, one needs to look at the roles played by these street-level bureaucrats.. According to Lipsky, street-level bureaucrats are public service workers who interact directly with citizens in the course of delivery of services and also have substantial discretion in the delivery of their duties (Lipsky 2010: p3). Their behavior is mostly dependent on the kind of organizational structure, which becomes difficult to/ change. Hence a change in the culture of the organization will lead to a change in the behavior of bureaucrats (Ryan 1996: p 740).

Winter's model further discusses the behavior of the target group of a policy or programme and how it affects the implementation performance. He suggests that the behavior of these groups is supposed to be factored in the study of implementation. Our knowledge about the characteristics of the target group will assist in making appropriate implementation strategies. For example, different socio-economic and educational background of target group means different implementing strategies (Ryan 1996: p740). Thus, "*target groups are more likely to cooperate with programmes when prescription is in accordance with existing behaviors and norms*"

*(ibid)*. Target groups are the citizens or firms (beneficiaries) who are affected by the policy or programme and who interact with street level bureaucrats and the agencies involved in the implementation phase.

The last variable mentioned in the Integrating model expounded by Winter is the socio-economic context. The socio-economic context in which policies are made and implemented is a very important variable. Socio-economic context include the societal and economic factors that influence policy output and outcomes (Van Meter and Van Horn 1975 as cited in Kipo 2012: p19). Below is a figure of the Winter's Integrating Model.



**Figure 1: The Integrated Implementation Model**

**Source:** Adopted from Winter (1990) in (Winter 2012: 7)

## 2.7 VAN-METER AND VAN-HORN MODEL OF POLICY IMPLEMENTATION

As mentioned earlier, Winter model does not address financial and human resource, which is also another major variable when it comes to policy implementation. This I see as a deficiency in his model of implementation. Hence I have adopted some variable from Van Meter and Van Horn's model. Van Meter and Van Horn model of

policy implementation process outlines six independent variables that contribute to implementation performance. Thus these variables link the policy or programme to its performance. However, the variables are also interrelated, that is, they affect each other. As asserted by Meter and Horn, these variables, known as the performance indicators assess the extent to which policy standards and objectives are realized (Van Meter and Van Horn 1975: p 464). However, I have explained only some aspects of his model that is case specific to my study. Resources according to Van et al, *includes funds or other incentives that are made available in the program that might encourage or facilitate effective implementation*” (van meter and van horn 1975:p 465). Grindle and Thomas, identified different types of resources, they include, financial resource, managerial resource and technical resource (Grindle and Thomas 1990: 1167). In their view, mobilization of these three resources is essential to implementation performance. Amount of resources made available in the implementation of any policy or programme can also contribute to the effectiveness of implementation, thus performance. Financial resource is mostly important. As policy makers or policy proponents attempt to mobilize these resources, those opposing the policy may try to block access to necessary resources, thereby stalling the implementation of the policy/reform (Grindle and Thomas 1991: 126-128 as cited in Kipo 2012:p36).

Their model identifies characteristics of implementing bodies/agencies as another factor that has an effect on implementation performance. They argue that characteristics of implementing agencies are broadly defined. Some group of scholars look at it from the bureaucratic structure of the agencies involved in the implementation. Van Meter & Van Horn agree with this in a way, because they see it as, “the formal structural features of the organization and informal and attributes of their personnel” (Van Meter & Van Horn 1975: p466). Van Meter and Van Horn makes a lists of some characteristics of implementing agencies that may hinder the capacity of an organization in the implementation of policies. They mentioned, the size of the staff, hierarchical control, and network of communication, agency’s political resource and among others.

It has been noticed that environmental, social and political conditions, tend to affect the implementation of a policy or programme. This means that attention must be given to them when conducting implementation studies. Van Meter and Van Horn

mention that these environmental variables may affect the performance of implementation (Van Meter & Van Horn 1975: p 471).

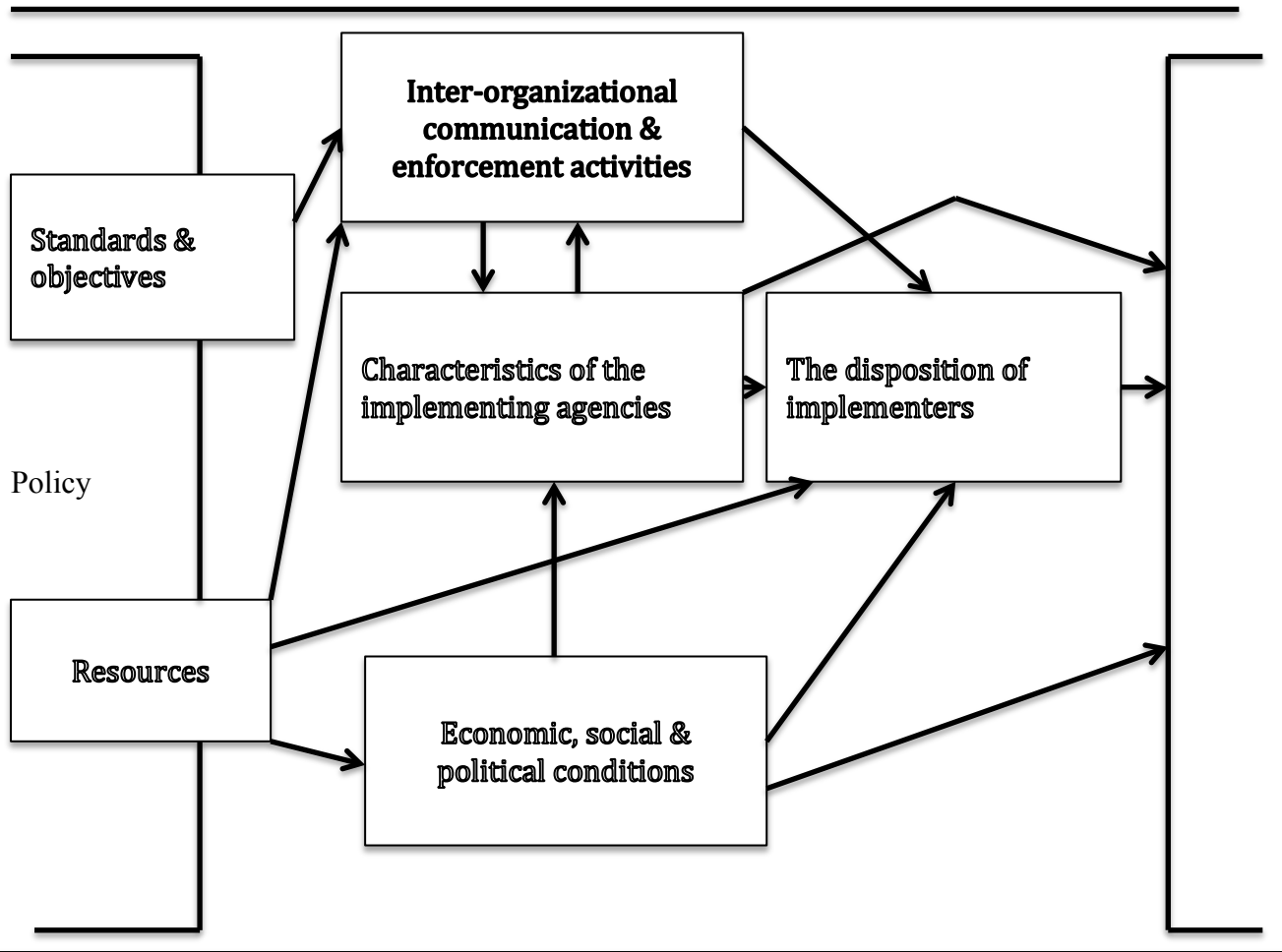


Figure 2. Van Meter and Van Horn Model of the Policy Implementation Process

Source: Adopted from Hill and Hupe 2009

The above discussion on the implementation model advanced by Van Meter and Van Horn though comprehensive in nature does not explained into details specific understanding of some concepts they outlined. This I believe other models expounded by other scholars such as Bo Rothstein explains further. Therefore an analysis of Bo Rothstein model of implementation will be help delineate a further understanding of several factors as mentioned by in Van Meter and Van Horn implementation Model. Below is a discussion on the model by Bo Rothstein.



## 2.8 BO ROTHSTEIN MODEL OF IMPLEMENTATION

His model is based on a critical evaluation of already existing models of implementation like Mazmanian and Sabatier, which focuses on a checklist of factors for successful implementation (Rothstein 1998:p71). Rothstein develops an analytical outline that seeks to bring clarity on the various factors in previous models on a general level (*ibid*). He further mentions that this analytical outline is to first, “facilitate an analysis of the issues in terms of principle and second, assist in the formulation of a more general theory of implementation, thus what the state can and cannot do” (*ibid*). In his model he draws attention to three main variables, thus, the ‘design of the policy’, ‘organization of its implementation’ as well as ‘policy’s political legitimacy’ (*ibid*). “He further argues that a program which does not enjoy the confidence of the target group involved or the citizens at large, will be very difficult to implement no matter how well it was designed and how well-organized its implementation is, hence, difficult to carry out because the political support they enjoy is too slender” (*ibid*). He divided his three variables, policy design, organization and legitimacy into two categories, thus, ‘*substance*’ (*content of a program*) and ‘*process*’ (*dynamic*). Substantive problems concerned such matter as how the goals of a programme can be changed in response to the attempt of clients and officials to achieve (or obstruct, for that matter) its implementation (*ibid*). On the other hand, issues of *process*, concern such things as how different political system can be made to operate in concert, how centralized or decentralized it should be. However, “he emphasized that all these actors must be seen in a dynamic perspective (a policy can only work under certain external conditions, and if these conditions change, the means requisites of achieving the objectives of the program change as well)” (*ibid*: p72)

	substance	process
Design	1	2
Organisation	3	4
Legitimacy	5	6

**Table 2: Six categories of factors affecting policy implementation**

**Source: adopted from Bo Rothstein (1998).**

He builds his models from the above six categories, and mentions that public policy can suffer from shortcomings of any kind. Therefore the purpose is to categorize these failings. Thus to him, failure on the path of the state reflects the deficiencies in policy design, organization or legitimacy (ibid: p73). There must be what he terms 'green light' in the six boxes for implementation to be successful.

### **2.8.1 Policy design (substantive and process)**

His first variable that is the policy design, he argues that a program's '*causal theory*' and '*policy theory*' must be correct for successful implementation. What he means here is that, the substantiveness of a programme should be analyzed prior to its adoption. If this is not correctly done, irrespective of the resources, well-managerial skills put in place, implementation will not be successful.

Policy design process has to do with the impact of '*political conflicts*' over their design. "These conflicts stem out from the fact that welfare programs are in themselves conflictual process, which tends to render the objectives sometimes unclear" (Rothstein 1998: p 82).

### **2.8.2 Organization**

He further made a clear discussion on how to organize the implementation process. Here, "he stressed the need for resources and motivated and capable staff and with the importance of continuously evaluating the implementing organization" (Rothstein 1998:p89). He opines that if we want to know which type of organizational form will be needed to perform a specific task then two main factors needs to be considered, thus, '*the type of task the organization must carry out*' and '*the type of technique it has to carry out*' (ibid: p90)

### **2.8.3 Legitimacy**

Under this variable, "Rothstein observed that in spite of the democratic process which often manifest through free and fair elections, it is impossible that citizens will view decisions of all public bodies as reflective of legitimate democratic process (ibid). Thus measures are required if the power exercised in the implementation process is to appear legitimate in the eyes of the decision beneficiaries. Hence, he identifies three

aspect of states legitimacy which is based on the extent to which citizens tolerate the intervention of the state; accept state decisions aimed at influencing the behavior of individuals and groups; cooperate with the state to achieve the goals it has set.

Political legitimacy to him is very important for a successful implementation. So Rothstein asserts that, “it is scarcely impossible to carry out a programme successfully, ingeniously designed it may be, and well organized its implementation, if it does not enjoy the confidence of the group towards which it is directed or of the citizens at large” (*ibid*: p72).

## **2.9. Comparisons and Synthesis of the Three Models**

Despite the different approaches these models (Winter, Van Meter & Van Horn and Bo Rothstein assumes, there are some basic similarities, which needs to be highlighted. It is based on these commonalities that a synthesis of the three models has been derived for the purposes of this study.

First, common among the three models described above is the impact of the organizational structure on the implementation outcome. Here Winter emphasizes the need for cooperation and coordination between and among all implementing organs for an effective or positive implementation outcome. While, Van Meter and Van Horn stresses in their model of policy implementation, the importance of inter-organizational communication as well as the characteristics of implementing agencies in the implementation process, Rothstein also view the organization as a necessary tool in the implementation process. Thus in his view, there is a need to evaluate the task at hand to be able to know the right organizational form needed for it. In short, these three approaches or models conclude that positive implementation outcome requires a better organizational structure.

Second, both Van Meter & Van Horn and Bo Rothstein stress the need for resources to be well allocated for implementation of policies and programmes. Like Horn and Meter who mentions that funds and other incentives must be made available during implementation, Rothstein also advocates that resources should be allocated to the required staff. Meanwhile, Winter’s model was silence on resource, which I think is a deficiency in his model.

Another common ground established from the three models is the role of politics in

determining implementation outcome. Even though, the models explain the role of politics differently, it talks about the impact of politics in the implementation of policy. Winters discuss what I call the politics of policy formulation. Thus, the conflict that generates during the formulation processes can affect the implementation phase. Whiles, Meter and Horn states emphatically effect of political conditions in the implementation process and outcome, Rothstein argues that the political legitimacy of the policy or programmes has an effect on implementation outcome as well as the conflict that emanates from the policy design.

The final variable common to these models is the impact of target group in the implementation of a policy. Rothstein indicates the need for the confidence of the group to which a policy is directed to be high (Rothstein 1998: 72). Also in light with Winter's model, characteristics of target group must be established for better strategy to be identified for policy implementation.

## **2.10. Relevance of the Models to my Study**

In light of the theoretical models discussed above, my study decided to look at the following variables, which are link to the various variables, discussed above. These variables in my opinion are very necessary for the performance of stakeholders involved in the implementation of LEAP. However, it is worth noting that the variables in the models have not been adopted as they appear in the respective models, but they inform my knowledge about the content of my independent variables based on the comparison and synthesis of the models. They include, Politics, administrative or implementation structure, resource capacity (financial & human) and target group behavior. All these components are my independent variables to study the extent of effective implementation of a social protection policy intervention such as LEAP in Ghana. Below is a discussion of the link of the above-mentioned variables to my study in relation to the models.

### **2.10.1 Politics**

It is evident that in most developing countries implementing social cash transfer

programmes, of which Ghana is not an exception, political will and political support is very crucial. Thus, strong political support is required to ensure sustainability and long term financing. This is very necessary because continuity in governmental policies has been a bone of contention in our modern era, especially in Ghana. The political history of Ghana reflects in some cases lack of continuity in programmes and policies in transitional governments. And when it does the support is sometimes very weak. This support is either financial or enthusiasm. In the case of the LEAP programme, it was adopted during the then New Patriotic Party (NPP) era, and the National Democratic Congress (NDC) took over from them. Therefore, it will be very reasonable enough to study how politics contribute to the effective implementation of the programme (LEAP).

Likewise, politicization of programmes in Ghana has been described as the main cause of unsuccessful implementation of programmes (Buabeng 2005:p12). As Stroker (1991) points out, “to understand the operation of local government, it is essential to examine the internal politics of local authorities” (Stroker 1991: 89). So for one to know the extent of effectiveness in a programme implementation, an evaluation of the level of politics that surrounds a policy must be made. In most cases these politicians tend to suit their own political aspirations rather than contributing to dealing with the problem to which the programme was made. Researches conducted by some scholars’ revealed variety of studies that indicate politicians’ influence on policy outputs and outcomes at the local organizational level (May and Winter 2007: 4). Thus, “implementers have a greater urge to diverge from national goals when those local politicians who are closest to them disagree with the national goals” (ibid). It is based on these arguments that my study tend to use politics as one of its variables to explore its effect on the implementation of the LEAP programme.

### **2.10.2 Administrative Structure**

As I noted in the various models above, administrative structure from the two models (Winter and Van Meter & Van Horn) is comparatively defined. That is as either formal structure or informal structure. First, what is the formal structure of the LEAP implementing agencies? Initially, at the national level, the Department of Social Welfare under the former Ministry of Manpower Youth and Employment (MoMYE), implemented the LEAP but was dissolved after the new government (NDC) gained

power. But currently it runs under the Ministry of Gender, Children and Social Protection (MoGCSP), as well as the Ministry of Employment and Social Welfare. However, the programme is also linked to other sector ministries like the Ministry of Health (MoH) and Ministry of Education (MoE), due to the conditionality that are attached to some of the beneficiaries of the cash. Also at the regional, district and community levels they have their own structure which includes the district implementing committees and the community implementing committee. All of these formal structures could have an impact on how the programme is been implemented. It has been argued that most developing countries are characterized by weak formal implementing or administrative structures which is a disturbing issue as far as government policies and programme implementation outcome is concerned (Conference on Social Protection in Africa, Uganda: 2008).

The second variable of implementation agency characteristics by Winter and Van Meter & Van Horn has been attributed to the informal structures or institutions. These informal structures have to do with the size of the staff, the hierarchy of control/ chain of command, communication and coordination, regulations and procedures that the staff follows in the implementation of the LEAP programme. As a major concern to me, the attributes of staff involve in the delivery of a programme like LEAP in a way can affect effective implementation of the LEAP programme. For some years back public and civil servants in Ghana have been characterized with nepotism, deep-rooted bureaucratic culture and most importantly corrupt outlook (Antwi et al 2008 and Owusu 2006). It is of no doubt that the Public Sector Reform in Ghana strike the foundations of the public service in 1994 so as to make it productive, efficient, and effective and above all capacitated enough to implement developmental programme. All these connote efficient delivery of services. Despite these reforms the public sector are still marked with inefficiency and this in my view can be partly attributed to the path dependence, which is highly deep rooted and difficult to change. Thus, Ghana's reform effort has so far produced disappointing results (Owusu 2006: 696). Meaning the implementers of the LEAP programme have to deal with some of these negative attributes if the overall implementation of the programme is to be successful and objectives achieved, especially as money is a driving force of the programme. The staffs need to be corrupt-free, very efficient in their duties, right number of staff is needed, procedures and tools used must be consistent, followed appropriately and

well documented. A research conducted one Francisco V. Ayala in 2010 on the LEAP programme, “confirmed a limited number of staff in charge of the programme, officials are not really dedicated and also there is no use of comprehensive MIS” (Ayala 2010:p10). This makes it difficult for them to check efficiency in each one of the processes before expanding and applying new instruments (Ayala 2010:p10).

Likewise, for LEAP programme to be effectively implemented, they need to achieve effective communication and coordination between and among implementing and funding agencies. Without this smooth organizational link, effective implementation will become extremely impossible and will cause delays for services to be delivered to the beneficiaries of the programme (LEAP).

### **2.10.3 RESOURCE CAPACITY**

It seems incomplete to assess implementation performance without looking at the resource capacity of the organizations involved. This variable seems to be present in both Van Meter & Van Horn as well as Bo Rothstein implementation models. Resource can be measured in terms of financial and human resource.

Human resource has to do with the technical and managerial competence of the staff involved in the implementation. As mentioned by Rothstein, “effectiveness or otherwise of a programme implementation is not dependent only on how well it has been designed” (Rothstein 1998: 63). But is also dependent on the human capacity involved in carrying out the task.

Another variable under the resource base is measured in terms of *monetary value*. As a matter of fact, the availability of funds in implementing social intervention policies like LEAP is vital. Since the main aim of the programme is to transfer conditional cash to the poor in the country. This means when there is no money, implementation will be adversely affected. Also, money is essential for the operations of the implementers. Currently, the cash transfers are fully funded from GoG budget (\$ 4.2 million from HIPIC funds). Like in other countries, the affordability of cash transfers for the poor in Ghana has been hotly debated (Sultan and Scholfer). As at 2008, it was estimated by social protection experts that the current budget and expected revenue (oil revenues) Ghana could afford the cash transfer. Nonetheless, it five years down the line, is the government able to afford it?

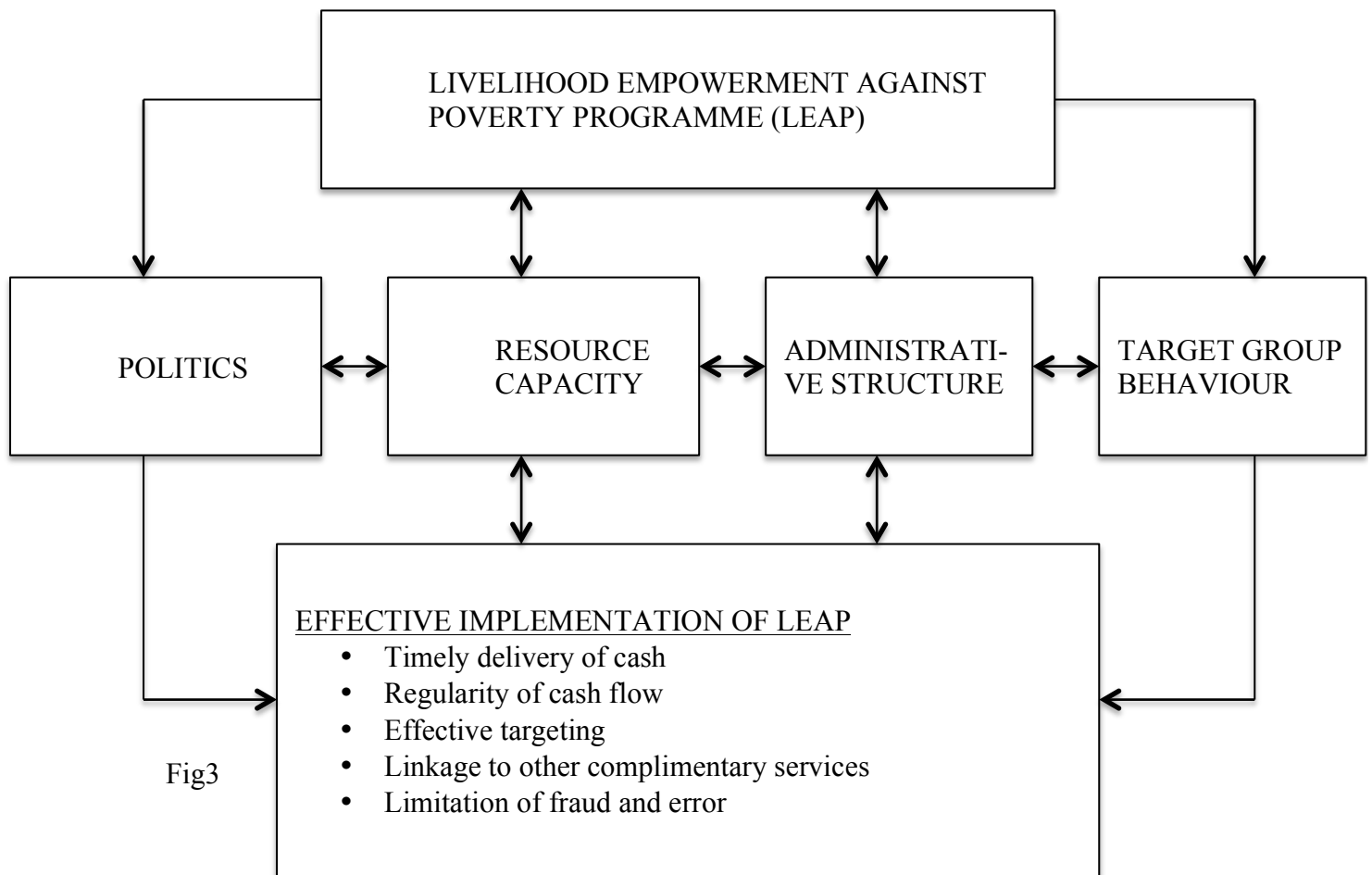
#### **2.10.4 Target Group Behavior (Beneficiaries of LEAP)**

The target group behavior is also another variable in the study of implementation of a programme such as LEAP. This is one of the major variables that Winter discusses in his framework. According to Winter, “target group of a program can affect the behavior of the implementers through either their positive or negative actions in the co-production of public services” (Winter 2012:12). Mainly the LEAP programme seeks to target poor people in the country both rural and urban sectors. And, these groups that the programme is supposed to benefit are mostly illiterates who can barely read or write. An evaluation conducted by ISSER, indicates that, about 646 LEAP households interviewed, 48 have not heard of the programme, remaining 546 households who have heard of the programme, 52 had not received any payment from the LEAP programme. Also they do not have the necessary information regarding the program, like eligibility criteria and programme objectives. Some households felt that information they receive regarding payment is not appropriate (LEAP Operations Report, 2012). The behavior that the target group associate with the implementation is crucial for the programme to achieve its long-term objectives.

#### **2.11. Conceptual Framework**



In light of these the above models of my study synthesize the models into a single analytic framework. Below is an analytical framework developed during the study.



Effective implementation of Livelihood Empowerment against Poverty programme (LEAP)

Source: Researcher's own design (August 2013)

### 2.12 Operationalization of Variables - Dependent Variable

The dependent variable in my study as mentioned earlier is the level or extent of effective implementation of the LEAP programme in the North and South of Ghana. And effective implementation in my study refers to the outputs of the implementation of the programme. As suggested by Winter (1999), further development of implementation research should focus on outputs as well as outcomes as dependent variables (p13). To him, "attention should be given to the output of implementation

process in terms of *delivery behaviors* and outcomes in terms of *change in the behavior or conditions of the target populations*” (Winter 2012: 14). But my main focus is on the output of the programme implementation. Thus, “implementation output is policy content at a much more operational level than a law, where it is policy as it is being delivered to the citizens ” (*ibid*). Hill and Hupe further caution the need for a better output analysis to be made in the study of implementation (*ibid*).

In my study, implementation output refers to the delivery-levels of the implementers of the programme. Thus, “the degree to which anticipated services are actually delivered” (Meter & Horn 1975: 449). Hence, *what are those factors that in turn produces those current outputs or delivery-levels that are realized during the implementation of the LEAP programme at the local level?* These implementation outputs are as follows:

### **2.12.1 The extent of cash delivery to beneficiaries regularly and consistently**

Cash disbursement is the benchmark of most safety nets across the globe. This is most evident in developing countries where poverty levels are high. In Ghana a more recent safety net or social intervention that started around 2008 is known as the Livelihood Empowerment against Poverty, for short LEAP. In the past decade, there have been lots of such intervention to assist the poor; some of them are the Micro Credit, Village Infrastructure and the like. One major problem implementers of safety net programmes encounter has to do with funds. The design of the programme makes allocation of funds from donor partners (World Bank, DFID, IMF and UNICEF), and GoG. At the initial stages of the programme, LEAP beneficiaries received the grants every month but due to some administrative delay in getting the cash to the beneficiaries, it was shifted to every two months. The grants are given to them either electronically by MTN and AYA Technology or manually by Ghana post.

My study assessed the extent of regular and consistent cash delivery to beneficiaries based on the following indicators: number of payment made to beneficiaries per year and the time duration between initial payment and current payment.

### 2.12.2 Payment of the right amount of cash to beneficiaries

As stated in LEAP policy design document, the amount of cash to be transferred to beneficiaries would just be sufficient in order to have a significant impact on beneficiaries with regard to the objectives of the NSPS of lifting them out of extreme poverty or that would lead to a relapse into poverty and non-productivity (MoMYE, 2007). Also it was estimated as at that time that cash transfer must not necessarily raise the economic status of the beneficiaries beyond a level to encourage unemployment. Nonetheless, a given amount is based on household levels and not individual level. Hence, this amount therefore is dependent on the number of eligible beneficiaries per household. The amount given to the beneficiaries are depicted in the table below are as follow:

Household Category	Social Grants	
	Every Two Months	Annually
Household with 1 targeted beneficiary	56 GHC	336 GHC
Household with 2 targeted beneficiaries	120 GHC	720 GHC
Household with 3 targeted beneficiaries	144 GHC	864 GHC
Household with 4 or more targeted beneficiaries	180 GHC	1080 GHC

**Table 3: Social Grant per Household**

Source: Adopted from National Social Protection Strategy of Ghana, March 2007

My study assessed the payment of right amount based on the feedback from beneficiaries concerning the amount they were been given by the implementers of the LEAP programme. And also based on the amount beneficiaries are entitled to bimonthly as enshrined in the LEAP implementation document.

### 2.12.3 Extent of effectiveness in targeting

Targeting is deemed the most essential aspect of the whole LEAP implementation process. According to Osei (2011), “effectiveness in reducing poverty will depend on

among other factors, the nature of the targeting used to reach beneficiaries” (Osei 2011: 16). Targeting constitute the first stage in the implementation process of LEAP. Targeting process is a mechanism used to select the potential beneficiaries for the LEAP program (LEAP Operations Manual, 2012). The Department of Social Welfare embarks on the targeting process bi-annually across all the poorest regions in Ghana using the latest Ghana Living Standard Survey (GLSS) data. According to the LEAP operations manual, the target group of the programme is the poorest families in the communities with orphans and vulnerable children, elderly 65 years and above and the severely disabled people who cannot engage in any economic activity (LEAP Operations Manual, 2012). Targeting of potential beneficiaries must go through four scientific stages before arriving at an eligible beneficiary. They are, geographic targeting, community-based targeting, proxy-means test and community validation. Therefore, what constitute effective targeting, is when all these procedures has been well followed by the implementers of the programme without any deficiency in getting the required categories of people on the programme.

My study assessed this effective targeting based on, the GLSS national poverty maps, district poverty indicators, scores from the proxy means test questionnaires, quality and availability of data collectors and participation of the various LEAP committees (DLIC and CLIC) and the communities to identify both inclusion error and exclusion error in the targeting process.

#### **2.12.4 Extent of linking beneficiaries of LEAP to complementary services such as National Health Insurance Scheme, free school Uniforms and among others.**

LEAP beneficiaries are linked up to other complementary services on the programme. Some of these complementary services include NHIS, Free School uniforms for children in the households, Free Books, Free ante-natal care for pregnant women in the household, Free birth registration and among others. The study also assessed whether beneficiaries are receiving these complimentary services on the LEAP. This was assessed based on whether beneficiaries had Valid NHIS cards and also if they receive free health. Additionally, the study looked at the coordination that existed between the Ministry of Gender and other sector ministries like Ministry of

Education, Ministry of Health in their effort to provide these services to the LEAP beneficiaries.

### **2.13 Operationalization of variables - Independent Variables**

All these implementation outputs or delivery performance are affected by some variables which are discussed below as my independent variables. I must emphasize, that my intention was just to look at how the implementers and beneficiaries are faring when it comes to translating the programme (LEAP) into action. This means, implementation output was assessed only from the viewpoint of the implementers and beneficiaries.

#### **2.13.1 Politics**

Politics has been operationalized based on two categories. First, examining how the current government supports the LEAP programme to make it very effective and sustainable in the long run has operationalized it. This support was based on the flow of funds for the programme, the legal sustainability, and the attention from the executive and legislative arms of government. Also the study examined how district politician influence the implementation of the LEAP programme. The study therefore hypothesed that, *the behavior of politicians towards the LEAP programme is likely to affect the implementation performance.*

#### **2.13.2 Administrative Structure**

This variable was operationalized by reviewing the formal and informal structures of the LEAP programme. The formal structure is refers to the actual arrangement of the implementing bodies of the programme. Whilst the informal structure dealt with the commitment of the staff, the hierarchy of control/chain of command and inter-organizational communication and coordination of the implementing bodies of the LEAP programme. The structure of the LEAP is from the national level, with the Department of Social Welfare (DSW) at the top, then down the regional level and lastly the district level.

At the national level, it is made up of the LEAP programme manager as the head under the LEAP Management Unit. Also, at the regional level is the regional coordinating council and the regional DSW director occupying the top positions.

Finally, at the district level, which is at the bottom of the structure, is the District LEAP Implementation Committee (DLIC) and the district social welfare officers. The study aimed at examining how the current structure of the LEAP programme enhanced the effectiveness in its implementation. The coordination and communication that existed between the various units in the structure. My study assumed that, *the better the LEAP structure, the more likely the programme would be effective.*

### **2.13.3. Resource Capacity**

Resource capacity in my study was operationalized as both human and financial capacity of the LEAP programme. First is the human capacity, which my study refers to as a good number of qualified or competent staff. This study examined the human resource by looking at not only the number of staff, but also well-trained personnel who have the core skills required for LEAP effective implementation. Thus, their ability to assist in targeting the required beneficiaries on the programme. This was done, by assessing the work been done by data collectors, their knowledge on the proxy-means test, the Management Information System (MIS), the payment officers and the monitoring & evaluation team.

Another aspect of the resource was operationalized in terms of the financial capacity. Financial capacity in the study means both the programmes cash and administrative cash. This variable set forth to know how funds are mobilized and allocated for the programme to enhance effectiveness of LEAP implementation. This was based on the hypothesis that, *adequate and competent resource capacity determines the overall performance of the program implementation.*

### **2.13.4. Target Group Behavior**

This variable was operationalized as how the beneficiaries react/respond to the implementers, either positive or negative to ensure that the overall objective of the programme is achieved. *Hypothesis 4, a more positive behavior of the target group, the more effective implementation of LEAP.*

#### **2.14. Conclusion**

This chapter outlined the theoretical frameworks, Winters Integrating Model, Meter and Horn Implementation Model and Bo Rothstein Model of Implementation that were adopted for the study. It has established a synthesis and convergence of these three models. It has also explained the relevance of the models to the study. Based on the theoretical frameworks, a conceptual framework that is case specific for my study was developed. Finally, factors such as politics, administrative structure, resource capacity and target group behavior served as explanatory variables for the extent of effectiveness in the LEAP implementation at the local level in Ghana.

## **RESEARCH METHODOLOGY**

### **3.0 Introduction**

This chapter discusses how data was generally gathered for the study. It focuses on the area of study, research strategy, research design, target population, data collection methods and the sample size. It goes further to mention issues concerning ethical consideration, validity of the study, and limitation of the study as well as some challenges encountered on the field.

### **3.1 Area of study**

To achieve my research objective of comparatively analyzing implementation differences or similarities of the LEAP programme between the North and the South of Ghana, the study was conducted in two different geographical parts of Ghana, which are in Greater Accra Region and the Northern region. However, the study was not conducted in the entire region but two districts were selected purposively for the study. They include Ga South Municipality and Savelegu-Nanton district respectively. The study was limited to selection of only two districts because of time limit and resource constraints. These two areas are part of the 99 districts in Ghana implementing the LEAP programme as against the overall 170 districts in the country.

Ga south as the name depicts is located at the southern part of Greater Accra and has a land square area of approximately 517.2 square kilometers with 362 communities and a population estimated at 316,091 (National Population Census, 2012). Ga South municipality is peri-urban in nature with urban population constituting 76.04% and the remaining 23.96% residing in rural portion of the municipality. Mainly people are engaged in farming, stone quarrying and fishing. The main challenges facing the municipality are poor drainage system and frequent earthquakes, which has led to lost of properties and affected lots of households.

The other study area, Savelugu-Nanton municipality is located in the Northern part of Ghana, specifically the Northern Region, with an estimated population of about 109,422 as at 2006 occupying a land area of about 1790.7 sq. km. Savelegu-Nanton district is rural in nature with 149 communities. The main occupation of the dwellers is farming and hunting. The district is located in a part of the country that suffers unfavorable natural environmental conditions, such as harsh dry seasons, which



causes lot of bush fires destroying lots of farm produce. Due to the poverty situation in the districts, lots of young girls migrate to other nearby towns to seek greener pasture, whilst the aged and the physically challenged ones are left home to cater for them.

One of the reasons that informed the selection of the two areas is the geographical disparity that exists between the North and the South in Ghana. The geographical disparities may be seen in terms of demography, economic, education and health wise. Whilst the North is characterized with limited economic opportunities and poor climate conditions which has led to heavy concentration of poverty in that region, most of the Southern part is advantaged in economic opportunities, better health care systems and among others, despite some areas, which is marked as urban poor. Likewise, in the history of Ghana, poverty incidence in the North falls as little as compared to that of the South. According to UNDP's Ghana Human Development Report 2007, the North "harbors the poorest of the poor" (Ernest Harsch 2008:4). "So while Ghana unlike many other countries in sub-Saharan Africa has made some notable progress on some of the MDGs, that process has been very uneven within the country (...) segments of the population have been left behind in other parts of Ghana as well, especially in the large urban centers in the south. Yet the worst indicators are concentrated in the north" (Ernest Harsch 2008: 4). It has been estimated that for Ghana to meet its MDGs, much must be done to bridge the gap that exist between the north and the south by strategizing better policies and programmes. These factors for selection therefore highlight the differences that exist in the implementation of the LEAP at the local level in Ghana.

Also, these two study areas were chosen because they had all been on the LEAP programme since its inception. These two districts two were selected also based on the fact that Ga-South was using the electronic payment system to beneficiaries whereas Savelugu district was on the manual payment system. In this light it was justified for me to do a comparative analysis of the of the LEAP as far as the differences in these modes of payments contributed to its implementation effectiveness.

### **3.2 Research Strategy**

The study adopted a qualitative research method with the intent of exploring the extent of effective implementation of the LEAP programme. The use of qualitative method is deemed more appropriate because it allows for participants meanings and feelings to be established. As stated by Creswell, the use of qualitative approach allows for the understanding of the meaning individual ascribe to social problem due to its natural setting (Creswell 2013:3). The main sources of data used in gathering evidence for my study were through interviews, focus group discussions, documents and observations.

The study was both ‘adaptive’ and explorative in nature. Thus the main aim was to explore the implementation process of the LEAP programme as well as using a theoretical framework as a premise to identify how variables such as politics, implementation/administrative structure, financial/human resource capacity, and target group behavior affect the extent of effective implementation of the LEAP programme in terms of effective targeting, regular and consistent payment of cash to beneficiaries, compliance to conditionalities and linkage to programmes complimentary services. Based on this, data was collected qualitatively from implementers and of LEAP at both the national and the two study areas and some selected beneficiaries of the LEAP programme.

By the use of qualitative method for my study, I was able to know from the viewpoint of implementers, factors affecting the implementation of the LEAP programme. Likewise, the qualitative method also presented to the natural environment, which allowed me to know the feelings and emotions of the interviewees as well as directly observe activities and behaviors on the field. I was able to talk to most of the key stakeholders of the LEAP programme face-to-face and probed further for better understanding of the answers they gave me. Despite the fact that the study could have adopted a quantitative it was not employed because quantitative method meant using closed-ended questions where the respondents could not further express their opinions and emotions on the LEAP programme. Nonetheless, one most single challenge I encountered by the use of qualitative method in this study was that I was restricted to only one district from each of my study regions, which I believe can affect the external validity of the study. Thus it can only aim at analytic generalization and not

statistical generalization.

### **3.3 Research Design**

Research design refers to the specific strategy that a researcher seeks to use in given empirical study. Lots of designs have been outlined in various literatures as the strategies for conducting qualitative research. However, Yin argues that the use of any of research design depends on three conditions. “That is, research questions posed, the extent of control an investigator has over actual behavioral events and the degree of focus on contemporary as opposed to historical events” (Yin 2009:3). Yin further mentions that case study research ask why, how and what questions and the uses multiple sources of evidence for its enquiry.

The design of my study was a case study, where two districts implementing LEAP programme were selected from two regions in Ghana for a comparative analysis. Hence it was typical of the *single embedded case study*. The two cases, which are the implementing bodies of the selected two districts, helped to bring out the differences that exist in an urban and rural area in terms of implementation of the LEAP. The reasons for adopting this comparative case study were to compare the different nature of the programme in two different part of the country. Also, to identify if any difference existed between the extent of effectiveness and performance of the LEAP programme in these two districts. Hence, case study was more preferable for this study, because it examines contemporary events or processes such as implementation of LEAP programme. Thus according to Yin (2009), “case study is an empirical enquiry that investigates a contemporary phenomenon in depth and within its real-life context” (p18).

### **3.4. Selection of Respondents, Target Population and Sample Size**

#### **3.4.1 Target Population**

My study aimed at targeting specific stakeholders that contribute to the extent of effective implementation of the LEAP programme in the two selected districts. Hence, data was collected from the staff of national, regional, district and community level implementing bodies, from the two selected districts. The above-mentioned categories of people were relevant in the analysis of the programme implementation, first, because they are the main stakeholders involved in implementing the LEAP

programme. Second, their participation in the qualitative interviews made the whole aim of analytically studying the implementation performance of the LEAP programme possible.

### **3.4.2 Selection of Respondents**

Data was collected from various categories of respondents who I deemed relevant to the study. Hence, implementers at head office of the Department of Social Welfare, districts social welfare, Regional Social welfare, two district assembly officers and beneficiaries of the LEAP programme were interviewed. The study aimed at targeting specific respondents that contributed to the extent of effective implementation of the LEAP programme in the selected two districts. Therefore, the above categories of respondents were relevant for the analysis of the programme implementation, because they are the main stakeholders and have knowledge of the LEAP programme.

I purposively selected the various respondents and the two districts as well as the region. The purposive selection was for me to achieve my research objectives and also to help get answers my research questions. In the view of Creswell (2013), “the idea behind qualitative research is to purposefully select participants that will best help the researcher to understand the problem and the research questions” (p189). The rationale behind my purposive selection was mainly to get information that is relevant to my research objectives and also taking into consideration the limited time I had at my disposal.

First, the two regions that is Greater Accra and Northern region were selected because they are located in two different parts of Ghana. It established the great divide between the north and the south. Thus, Greater Accra that represents the South is seen as more advantaged when it comes to infrastructure and development as well as people living under better conditions as compared to the North, which is less developed, and one of the poorest regions in the country. Second, the two specific districts were selected based on the fact that Ga South is more urban in nature and Savelugu district is rural in nature. Also both had started the implementation of the LEAP programme at almost the period, therefore the study aimed at identifying differences or similarities of implementation conditions concerning the LEAP programme.

The selection of respondents were in three folds a) staff at the national level c) staff at the district level d) beneficiaries of the LEAP. The first category at the national level, were staff at the headquarters of the Department. Their views helped me to know the overall process of the LEAP implementation relevant to the objective of exploring the LEAP implementation processes. Therefore key informants were interviewed to solicit their knowledge about the programme implementation. The second category of persons was at the local level where the main implementation of the programme takes place, thus the district level. At the district level, information was gathered from both the district social welfare officers and the District Coordinating Director of the Assembly of the both Ga South and Savelugu districts. Information sought was about the challenges they encounter during the implementation of the LEAP programme as well as factors that determine the effectiveness in the implementation process. The third category of persons, were the beneficiaries (caregivers and real beneficiaries) of the LEAP programme in the two districts (Ga South and Savelugu). Their views included, how satisfied they are about the LEAP programme in general, thus whether they receive the money in time and regularly, the amount they receive bi monthly, whether they have access to the complimentary services and whether they comply to the various conditionalities on the LEAP.

### 3.4.3 Sample Size

The total number of respondents was 32. Table.1. Below summarizes the sample size into different data collection methods used and the specific categories they belong for the two study areas.

PARTICIPANTS	Ga-South Municipality	Savalegu-Nanton District	head office (department of social welfare)	TOTAL
District Social Welfare officer	In-depth Interview 1	In-depth interview 1		2
District Assembly Coordinating director	In-depth Interview 1	In-depth interview 1		2
Community LEAP Implementation Committee (CLIC)	FGD 6 (1)	FGD 6(1)		12
Beneficiaries	FGD 6 (1)	FGD 6(1)		12
Deputy Director Monitoring & Evaluation			In-depth interview 1	1
Payment Officer			In-depth interview 1	1
Operations Officer			In-depth interview 1	1
LEAP Programme Manager			In-depth interview 1	1
<b>TOTAL</b>	<b>14</b>	<b>14</b>	<b>4</b>	<b>32</b>

**Table 4. Research Participants (Sample Size)**

**NOTE: FGD = Focus Group Discussion**

From the above table, it indicates a total number of 32 research participants. Out of the overall total respondents, 8 were interviewed face-to-face using open-ended and semi-structured questionnaires. Among these 8 interviewees, 2 were officials from Ga South, whilst the other two officials were from Savelugu-Nanton district. The remaining 4 interviewees were from the head office of the Department of Social Welfare (DSW) in Accra. Also I conducted 4 FGD with a group of 6 participants each, two from each of the study areas. This implies, 2 FGD from each of the study

areas. Thus, I conducted a FGD one with the CLIC and the other with the beneficiaries.

### **3.5 Primary Data - Qualitative Interviews**

#### **3.5.1 Face-to-Face Interviews**

I employed face-to-face interview as my major source of data for my study. I had an in-depth interview with the deputy director for monitoring and evaluation, operations officer, LEAP programme manager and Payment officer. All of them were at the head quarters of the DSW in Accra. Their responses during the interview were very relevant to my research objectives. The interviews were mostly conversational. This made them able to discuss lots of issues concerning the programme. During the interviews unexpected information were discovered. Also because I used semi-structured and open-ended questions, it allowed for flexibility and made me to probe more for answers to be obtained for my questions. Some of the respondents became ‘informants’ and even assisted in getting other respondents who were at post during the time of the programme but had been transferred to other places.

Other in-depth interviews were conducted in both Ga South and Savelugu districts. Respondents included, a district social welfare officer in charge of the LEAP, the district assembly’s coordinating director. I deemed their views relevant because they were the main stakeholders as far as the leap implementation in the respective districts is concerned. I further employed the use of a semi-structured and open-ended questionnaire that gave the respondents the chance to express their views, feelings and emotions about the questions I asked.

#### **3.5.2 Focus-Group-Discussion (FGD)**

FGD were used to also gather information for the study. Focus group discussion is a form of group interviewing usually 6 to 12 persons involved, and coordinated by a moderator, where the line of questioning is semi-structured (Creswell 2013, Yin 2009, RA Krueger, AM Casey, 2000). The use of focus group interview allow for further in-depth data to be collected in a real-life social environment. Additionally, it provide a social context for research and give an opportunity to explore how people think and talk about the topic under study, and how their ideas are shaped, generated and moderated through conversation with others.

During the study, I used focus group discussion (FGD) to gather information from community leap implementation committees (CLIC) and the beneficiaries of the LEAP from the two study areas. FGD was used because the CLIC were members from different communities within the respective districts and would have been very difficult for me to interview them face-to-face. So I gathered a group of six members each from different community. FGD for the CLIC were made up of a schoolteacher, a religious leader, an opinion leader, a women's leader and an assembly member. All these people were involved because I wanted the 'focus group' to be a good representation of the CLIC. Information sought from them were their roles in the implementation of the LEAP as well as issues concerning targeting and district assembly members' influence on the programme. FGD was used to also obtain information from a group of 6 beneficiaries each from the two districts. I selected men and women, caregivers and old men and women and disabled persons. During the discussion I only served as a moderator and allowed the discussants to share their perceptions, experiences that they had in connection with the LEAP programme as far as performance of the programme is concerned (*ibid*). However, the use of guided conversation was employed either than structured queries (Yin 2009:106).

### **3.5.3 Direct Observation**

The study used direct observation as another source of evidence to obtain data for analyses of the study. Observation offers a researcher the opportunity to record behaviors and activities as they occur and not necessarily as a member of the study participant (Ritchie & Lewis 2003:35). In the course of my interview, relevant environmental conditions and behavior were casually observed. For instance at the head office, I observed how the data clerks entered the score into the MIS software used in ranking the potential beneficiaries for the programme. Also at the district level I observed how payment is made to beneficiaries. This made me gather some important information which would have either not been available to me during interviews or documents. Observational protocol and dairy were used for recording information whiles observing (Creswell 2013:193). Additionally, I had the opportunity to formally observe proceedings of one staff meeting.



### **3.6 Secondary Data**

#### **3.6.1 Documents Sources**

Major parts of my secondary data were from various documents I obtained from the organizations. Documents can either be ‘public (newspapers, minutes of meeting and official reports) or private documents (personal journals, diaries, letters and emails)’ (ibid: 190). My intention for gathering documents as another source of evidence was to understand their *substantive* content and to *illuminate* deeper meanings of the LEAP performance (Ritchie & Lewis 2003:35).

I obtained secondary data from documents such as reports (annual and quarterly report on LEAP operations, monitoring and evaluation reports on the LEAP). Also brochures on the programme were obtained, LEAP operations manual, minutes of meetings were obtained from the DSW head office. Internet publications on the LEAP were reviewed. Legal documents such as legislative instrument that established the LEAP were analyzed. Also, other document on the national social protection framework and Ghana poverty reduction strategy were accessed and reviewed from the records unit of the MoGCSP. These documents I obtained helped me to know why government initiated that programme and how it all started as well as the LEAP programme performance since it inception. Also by reviewing those documents I was able to crosscheck with some of the information I obtained from the interviews I conducted.

### **3.7 Data Management and Analysis**

Data analysis entails making sense out of data collected from sources like face-to-face interview, focus group discussions, document, observations and presenting what the data reveals (Creswell 2013:195). Hence, this section describes how data gathered from the field were analyzed; the various processes the data went through until the study drew its conclusions.

In the course of interview data was audio recorded, with the use of an audio device. And in some instances where I was not allowed to record, notes were taking so I do not miss any relevant information. Data was then transcribed by hand typing the responses from the various interviews. Transcribed data were then sorted into various categories for easy analysis. Presenting the analysis in this study, I employed content

analysis in make meaning out of the various data collected. Also hand coding has been used to derive specific themes for interpreting the findings. Thus, each category was hand coded under different themes and different study areas based on the variable I used for my study. Thus, it was grouped under politics, administrative structure, resource capacity and target group behavior. Coding according to Creswell involves labeling categorized segmented sentences with a term usually based on the actual language of the participant (*ibid*: 198).

In my study, direct quotations have been used to represent some of the views of respondents. Likewise, narratives have been used to make meaning of some of the data. Tables and figures are presented in the work to make a pictorial view of some data for a better understanding of some of the findings.

### **3.8 Limitations of the study**

Qualitative research is normally faced with some limitations that need to be addressed for the quality as well as accuracy of the study to be enhanced. According to Creswell (2013), “the essential strength of any qualitative research relies on accuracy of the findings either from the standpoint of the researcher, the participant or readers” (p201).

#### **3.8.1 Addressing Issues of Validity, Reliability, and Generalizability-(Validity)**

“Validity refers to how accurately a study’s account represents participants’ realities of the social phenomena and is credible to them” (Schwandt, 1997). Thus, the strength of any qualitative study is dependent on the accuracy of its findings (Creswell & Miller 2000). Scholars argue that to ensure accuracy of a study, different strategies need to be adopted. Hence my study used different measures on the field to make sure the validity of the study is enhanced.

Triangulation of data sources was one strategy used to enhance validity of the study. Creswell advice that researchers triangulate different data sources of information by examining evidence from the sources (Creswell 2013:201). I used different methods to collect data from the respondents on the field. Some of the sources included face-to-face interviews, FDG, reviewing documented evidence on the LEAP, as well as

making some relevant observations. The rationale behind this was to make sure I get all the necessary information from the respondents to meet my research objectives. Also to make sure there is a convergence between the data I collected from different persons, which helped to develop correct themes for my study. This procedure helped me to get in-depth information on the study whilst eliminating prior biases I held before going to the field.

Another strategy I used that enhanced the accuracy of the study was, the fact that I had a better understanding of the study concepts, so I was able to explain to my research respondents what my study was all about. Thus correct operational measures were developed for my dependent variable, which is the extent of effectiveness in the implementation of the LEAP Programme, and also my independent variables were well operationalized. Meaning that the respondents understood the concepts I used during the interviews and gave the right responses to me. This helped to eliminate some misunderstanding of my concepts and variables that might have otherwise occurred. Also, my prolonged stay on the field gave me the urge to build rapport and trust with the participants. This made them more comfortable to disclose information to me until I felt data had reached its saturation point. Again, I had some resource persons who had worked on similar projects and had insightful knowledge to review my work through out the various phases of the study. Another major technique I employed which enhanced the study's validity was conveying some group of people who are employees of the institution (DSW) I conducted the interview to discuss with them some emerging findings from my observational notes. Based on this, they were able to give me some comments concerning its accuracy.

### **3.8.2 Reliability**

The objective of reliability test is for the purposes of another researcher being able to come to the same conclusions if he or she follows the procedure that a previous researcher used in conducting that same case study (Yin 2009:45). Thus, in the view of Yin (2009), "the main goal therefore is to reduce errors and biases in a study" (p45). Therefore, to make sure another research can replicate my study, I developed a case study protocol and documented the data I collected from the field. The main components of the protocol were the field procedures and case study questions as well

as objectives of the study and other relevant references on the topic under study. Another way I used to improve reliability of my finding was by documenting all the data I collected. I used a voice recorder to record all the interviews on the field and also took field notes. Recorded data was then transcribed and kept as a file document. In this case, another researcher can check the exact people I interview to replicate the same. However, qualitative research is not without some level of biases. I therefore caution that I might have gone to the field with my own personal experience and prior knowledge about the LEAP, which could have affected my findings in some way. Hence another researcher who would want to replicate my findings might get slightly different findings also depending on his or her personal biases.

### **3.8.3 Generalization**

Generalization as a term in research has to do with determining whether findings of a study based on a particular sample can be said to be of relevance beyond the sample and the research itself (Ritchie & Lewis 2003: 263). Generalizing in qualitative research is highly debatably. Some scholars argue that qualitative generalization is limited in a way (Creswell 2013:203). It is difficult for findings from qualitative study to be extended beyond its scope of study. However, Yin (2009), is of the view that qualitative research aims at ‘analytic generalization’ and not ‘statistical generalization’ as with quantitative study. He argues that, “a theory that led to the case study, is the same theory that will help to identify the other cases to which the results are generalizable” (Yin 2009:43).

In this view, my study aimed at *analytical generalization*. In this case, findings of the particular case under study, thus the extent of effectiveness in the implementation of the LEAP programme in the selected districts of Ghana can only be generalized to other districts which has the same characteristics of the selected places.

### **3.9 Challenges Encountered During Field Work**

On the field, data collection was fraught with some challenges. Nonetheless, I was able to deal with them to ensure that it does not affect my study in any way. One main

challenge I encountered was the issue of language barrier. The language spoken in the two study areas I conducted the interview posed a serious challenge to me, since I was not a native. Conducting focus group discussion with the beneficiaries of the LEAP was not an easy task, since almost everyone was uneducated and could not speak the English language. Despite employing an interpreter to assist me I felt at some point he was not conveying the exact message I asked him to tell the discussants. Another challenge was the some bureaucratic measures I went through before getting approval to conduct interviews with the participants. Also, because the organization (DSW) had issues with labor turnover, due to this, I was not able to get implementers who had been on the LEAP programme since its inception, even though I managed to get information from them.

### **3.10 Ethical Considerations in Research**

Every research must adhere to some basic ethics to ensure that the rights of the research participants are protected. Ethical considerations must arise when a particular research involves human subjects (Yin 2014: 77). Some of these ethical considerations may include gaining informed consent, protection of participants from harm, ensuring privacy and confidentiality and anonymity. This study abided by some of these ethical considerations while on the field and in the reporting of the research findings. To ensure that participation in the interviews and discussions were done from the free will of the respondents, an introductory letter that was obtained from the Department of Administration and Organization Theory at the University of Bergen was sent to the MoGCSP in Accra. The letter was then minute by the Chief Director of the ministry as bureaucratic measures demands. His assentation implied a confirmation for the DSW to grant me any interview. However, to make sure that the individual respondents consent were obtained, a letter of consent indicating the objective of the study, its purpose and a copy of my research protocol was given to each individual respondent ahead of time. This was done so that the respondents will agree voluntarily to participant in the interviews and discussions so that they will freely express their opinions and feelings during interview sections. Audio recorder used to record the interview, was well kept so that no third party could get access to it. Data collected from the field was also kept very confidential. Again in reporting the

findings, pseudo names were used either than the real names of the respondents to ensure anonymity of the respondents.

### **3.11. Conclusion**

The above chapter discussed the various methods and strategies used on the field to obtain data and how it was analyzed. The study was conducted in Ga South and Savelugu-Nanton districts in the South and North of Ghana respectively. It used the qualitative method to gather data on the extent or degree of effectiveness in the implementation of the LEAP programme in these two districts. As stated in the above, qualitative method was most appropriate for this study, because I wanted to get the environment that will make it more flexible for opinions, feelings and emotions of the respondents to be expressed. Again, the study was a comparative case study that tried to compare the differences or similarities in the level of effectiveness in the LEAP implementation in these two districts. Both primary and secondary data sources were utilized. The primary source of evidence included face-to-face interviews, focus group discussions and direct observations, whilst the secondary sources, were documents such as LEAP annual report, regulations, minutes of meetings, internet publications on LEAP, operations manual on LEAP, Brochures and among others. Ethical considerations such as informed consent, anonymity, and confidentiality and among others were adhered in gathering the necessary information on the field. Data was then triangulated to enhance the study's validity. Also various steps have been documented to make it easier for the study to be replicated by another researcher.

## **Chapter 4**

### **AN OVERVIEW OF THE BROAD NATIONAL SOCIAL PROTECTION FRAMEWORK OF GHANA**

#### **4.0 Introduction**

This chapter presents the rationale and need for Ghana to gear its attention towards social protection with the ultimate aim of empowering its citizens to be able to manage risks and shocks, reduce poverty and give poor and vulnerable groups the capacity to help boost economic growth. The main focus of this chapter will be in two folds. The chapter first reviews social protection initiative in Ghana under what is known as the National Social Protection Strategy of Ghana (NSPS). It does this by analysing all existing programmes under the NSPS. Secondly, more focus will be given to the LEAP programme, particularly its structures, objectives and implementation processes.

#### **4.1 Social Protection Initiative in Ghana- 'its rationale'**

In recent times, social protection has become the focus of most sub-Saharan African countries, especially Anglophone countries (Zarazua et al, 2010 and Devereux & White 2010:55). This is as a result of the realisation of governments that providing economic support to the poor people often leads to poverty alleviation and hence boost economic development. According to Devereux and white (2010), “social protection in Africa has become dominated by unconditional cash transfers” (Devereux and White 2010: 55).

Ghana is among one of the many developing countries in Africa that has adopted various social protection mechanisms and strategies to assist the poor and the vulnerable in society. Devereux and Sabatier (2004) cite the Overseas Development Institute (ODI) as defining social protection as “public actions taken in response to levels of vulnerability, risk and deprivation which are deemed socially unacceptable within a given polity or society” (Devereux & Sabatier 2004:2). The authors themselves define the concept of social protection as “describing all public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks, and enhance the social status and rights of the marginalized; with the overall objective of reducing the economic and social

vulnerability of poor, vulnerable and marginalized groups” (Devereux & Sabatier 2004: 3)

The European Development Reports argues that social protection is seen as “an expression of solidarity and cohesion between the haves and have-nots, between governments and citizens, and even between nations” (European Report on Development, 2013). This imbalance or widening gap between the rich and the poor has led to an upsurge of social transfers on the social protection ladder based on following concerns as mentioned by (Devereux and White 2010: 56):

- **Technocratic** (“what works”) – “this is concerned with the implementation of cost-effective and efficient programmes”
- **Political** (“what is popular”) – “this is concerned with the political benefits that can be derived from implementing social transfer programmes”.
- **Ideological** (“what is right”) – “this is concerned with implementation programmes as result of rights of the vulnerable”.

Even though there exist different dimensions to social protection, social protection in Ghana has been a combination of a right-based and technocratic approach to assist poor and vulnerable groups. Ghana, since independence, has introduced a lot of poverty reduction strategies. In 2002, GoG adopted the GPRS 1. Under the GPRS 1, lots of programmes were implemented with the aim of gradually moving Ghana into middle-income status by 2005 (Aryeetey & Peretz 2005: 2). However, the failure of the GPRS I led to introduction of the second phase of poverty reduction and economic growth known as the Growth and Poverty Reduction Strategy (GPRS II) in 2006. Between 2007 and 2008, the National Social Protection Strategy (NSPS) was introduced as another mechanism to reduce poverty by assisting the vulnerable groups in the country due to the insufficiencies in the GPRS I and GPRS II. Below is a brief of social protection chronology in Ghana.



Table 5: Social Protection Chronology in Ghana

<b>Programme\strategy\date</b>	<b>Objective</b>
Social security	Provide fund to pensioners
Ghana Poverty Reduction Strategy (2002-2005)	Poverty reduction and achievement of MDGs
National Health Insurance Scheme (NHIS) 2005	Make health care affordable to all. By contributing small premiums
Ghana school feeding programme	Provide one hot meal a day to schoolchildren. Aimed at increasing school enrolment, attendance and retention
Growth and poverty reduction strategy	For economic growth to become a middle-income country
National Social Protection Strategy (NSPS)	Introduction of programmes such as LEAP to reduce extreme poverty and strengthen the capacity of implementing agencies

Source: Social Protection in Ghana, an overview of programmes, prospects and challenges. By (Abebrese , 2011)

#### **4.2 National Social Protection Strategy of Ghana**

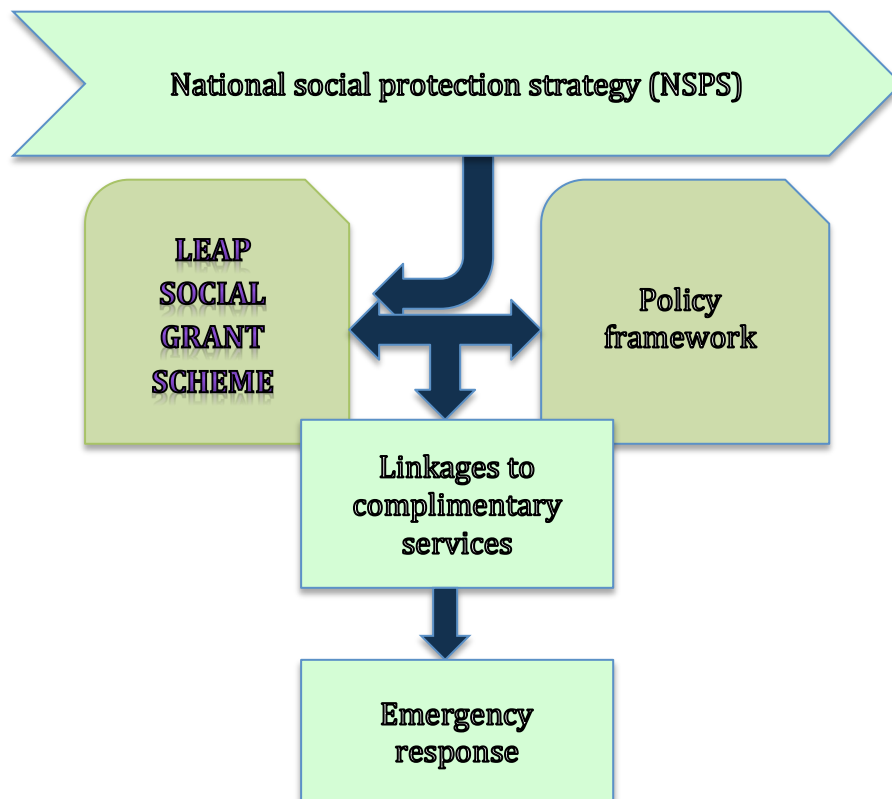
This strategy aims at reducing extreme poverty and also meeting the MDGs by the year 2015. GoG’s vision of a National Social Protection Strategy (NSPS) is the creation of a society in which the citizenry are duly empowered with the capacity to realize their rights and responsibility to manage social, economic, political and cultural shocks (National Social Protection Report, 2007). “The NSPS is founded on the principle that every Ghanaian matters and is capable of contributing his or her own quota to national development” (NSPS, GoG, 2007). Based on this principle, the NSPS in Ghana is based on four pillars,

- To compliment assisting social protection measures
- To identify the root causes of poverty in the country

- To enhance the capacity of the poor and the vulnerable for them to be able to contribute to economic growth in the country
- To tackle the gendered dimension of poverty, so as to bridge the poverty gap between men and women

There exist various components under the NSPS that are all enshrined broadly under what is known as the National Social Protection Framework of Ghana. Nonetheless for the purpose of this study, this paper will just mentioned them because they are less fundamental for the conclusion. These components include the Capitation Grant, Labor Intensive Public Works (LIPW), NHIS, Ghana School Feeding Programme, National Youth Employment Programme (NYEP), LEAP and among others. Since this study is about the extent of effective implementation of LEAP, it will be necessary for a brief account for LEAP to be outlined. Below is a framework of the NSPS.

#### NSPS Framework



**Fig 4: a framework of NSPS of Ghana**

Source: adopted form the NSPS Manual, 2007

### **4.3 Livelihood Empowerment against Poverty (Its Rationale)**

The concept of LEAP is a form of social protection strategy in Ghana, and was started in 2008. The programme started on a pilot base from 2008 -2013. Its ultimate aim is to reduce extreme poverty in the country. Thus, GoG provides this service to assist poorest families with basic needs, improve health and educational status of children in the poorest families and to reduce their poverty levels. Therefore, LEAP is conditional and unconditional cash transfers to the extreme poor households living with orphan children and vulnerable such as the aged and severe disabled who are not economically productive. LEAP is conditional for households with orphan children and unconditional for the severely disabled and aged. Hence the conditionality include, households registering children in school, immunization of children below five years and feeding children, other household members with nutritious meals, no child should be engage in worst form of child labor. Below is an outline of the specific objectives of LEAP:

1. To improve household consumption and nutrition
2. To make health care easily accessible to children in poor household and the aged.
3. To help increase school enrolment and attendance and retention of children among LEAP households
4. To help link beneficiaries to other complementary services such as welfare.

#### **4.3.1 Institutional Setup of LEAP**

LEAP is a programme covered by the MoGCSP. However, the DSW are the main authority with the mandate of implementing LEAP. LEAP is among one of the numerous programs implemented by DSW. In conjunction with the LEAP, the DSW cooperate with other bodies to ensure the smooth implementation of the program. These are the MoE and MoH. There also exist the LEAP Management Unit (LMU) with DSW that manages the finances of the program, review the program and embark on monitoring and evaluation.

#### **4.4 Brief overview of LEAP Implementation Process.**

It is important to note that the implementation of LEAP begins first with the targeting of potential beneficiaries. Hence targeting goes through four phases. Below is an outline of all the phases:

1. Geographical Targeting
2. Community-Based Targeting
3. Proxy Means Test
4. Community Validation

##### **4.4.1 Geographical Targeting**

Geographical targeting is the process whereby poorest areas (regions, districts and communities) are selected for the programme. The poverty map of the country is used to identify these areas with the assistance of the Ghana Statistical Service (GSS) and the National Development planning commission. Some of the poverty indicators used include, access to good road network, access to portable water, performance of student in the Basic Education Certificate Examination (BECE).

##### **4.4.2 Community-Based Targeting**

In community-based targeting, potential beneficiaries who fall under the LEAP eligibility criteria (orphans, severely disabled and aged with no economic support) are selected. Committees known as District LEAP Implementation Committee (DLIC) is formed within the various districts to assist in the community based targeting. Before the selection begins, the DLIC and staff of the DSW in each district sensitize the people about the LEAP programme. However, this is not the last stage since the process goes through another stage known as the proxy means test

##### **4.4.3 Proxy Means Test**

Proxy means test is the process where questionnaires are administered to the potential beneficiaries selected by the committees within the various districts. Its aim is to rank the most eligible person to benefit from the program due to the limited capacity of the programme to reach every person. Hence data is scrutinized with software and

potential beneficiaries are ranked. This stage is then followed with a final stage known as the community validation as discussed below.

#### 4.4.4 Community Validation

In community validation is the process where a final list is sent to the various communities for the community members to validate. Thus by community members agreeing or disagreeing to the people that has been selected based on the eligibility criteria for the programme. Also, data errors, spelling of names and other bio-data are crosschecked during this stage. After the community has validated names of beneficiaries, the names are then sent back to the DSW for potential beneficiaries registered, verified and enrolled on the programme. Below is a short diagram that depicts the targeting process of LEAP.

1.Geographical targeting	Selection of districts	Selection of communities	
2. Sensitization	Sensitization of selected communities	Formation of committees DLIC and CLIC	
3.identification & verification	Identification of households	Verification of list by community	
4. Registration & verification	Registration of households by CLIC	Verification by DLIC	Inclusion in single register
5.Computer ranking & selection of actual beneficiaries	Computer based ranking of potential beneficiaries	Verification by DLIC using agreed indicators	
6. Verification & communication of final list	Presentation of final list by CLIC to the community	Informing beneficiary households	
7. Identification of	Production of ID		

LEAP beneficiaries	cards for the beneficiaries		
8. Disbursement of cash & monitoring	Transfer of cash to the beneficiaries	Monitoring of the payment process	Evaluation of the whole process

**Table 6: the targeting procedure for LEAP**

**Source: Modified from the Operations Manual of LEAP**

#### **4.5 Payment System of LEAP**

##### **What is the payment procedure of LEAP?**

This section highlights how the cash are transfer from the national level to the respective beneficiaries or households. According to the LEAP operations manual, the amount of cash to be transferred to the beneficiaries must be only be sufficient to have significant impact on their livelihoods, without having raising their income beyond a level that will encourage unemployment, dependency etc (LEAP Operations Manual, 2007). The process that the LEAP payment passes through as follows in a chronological order:

1. Establish payment of payment method (electronic or manual)
2. Beneficiary payment list
3. Setting of payment points in the communities
4. Delivery of cash to the various pay points
5. Verification of ID cards of cash receipts
6. Confirmation of receipt of cash by recipients

#### **4.6 Conclusion**

Since independence, Ghana has introduced lots of measures to help enhance economic growth. Lots of programmes which were introduced in the country have contributed tremendously especially in the fight against poverty. Such of these programmes like Micro Credit Scheme, Village Infrastructure and among others paved way for the inception of the LEAP in the country, which formed part of the NSPS of Ghana. Institutions, administrative structures and the financial flow of the

LEAP have all helped in the success that the programme has chalked till date. Despite few successes, the programmes have experienced diverse challenges, which hinders its effectiveness. These include inadequate funds and ineffectiveness in the targeting system. All these need to be addressed for the LEAP to be well implemented. However, the issue of sustainability of the programme is something that has been highly debated since its introduction in the country.

## CHAPTER 5 FINDINGS AND DISCUSSIONS

### **Role of Politics and Administrative Structure on Effective Implementation of LEAP**

#### **5.0 Introduction**

This chapter highlight findings on two of the study research questions that are crucial for the effective implementation of LEAP in Ga South municipality and Savelugu district in the South and North respectively. In this respect, following sections attempts to answer, what is the role of politics in the implementation of LEAP? And what effect does the implementation structure have on implementation LEAP programme? Next section I present a brief background of LEAP in both study districts and findings of the study categorised under my variables and research questions as well as other occurring themes.

#### **5.1 Brief Background of Implementation of LEAP in Ga South Municipal**

Implementation of LEAP began in Ga South from August 2008 to February 2009 with the aim of addressing the food crises that hit Ghana as a result of the global depression and extreme flooding and drought (LEAP Report, April 2014). Within this period (August 2008 – February 2009), it was known as the Emergency LEAP. The successful implementation of the LEAP coupled with the entrenched nature of poverty in the Ga South municipality necessitated the continuation of the LEAP in the municipality under what now is known as the Regular LEAP (ibid) in year 2009. Hence, re-training of data collectors, sensitization of beneficiary communities, registration of prospective beneficiaries, taking of photograph were all undertaken in mid 2009 and identity cards<sup>7</sup> were produced and given to beneficiaries. The programme is implemented in 23 communities in the municipality in areas like Bortianor, Tuba, Obom, Domeabra, Nsuobri, Hobor, Weija and its environs with 1022 beneficiaries. Implementation of the LEAP in the municipality was initially characterised with manual disbursement of the cash with it concomitant constraints. In the midst of these constraints, Ga South was selected as one of the 9 LEAP district

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<sup>7</sup> Identity card is a small sized card that has the photo and information of the beneficiary. It is used to verify the personality of the beneficiary, mostly during cash payment to beneficiaries.



to pilot the new electronic payment system in Ghana. The facilitating organisation in charge of the electronic payment known as Mobile Money in the municipality is MTN Ltd.

### **5.2 Background of Implementation of LEAP in Savelugu District**

The high incidence of poverty in the Savelugu contributed to the initiation of LEAP in the district. To help streamline or possibly eradicate poverty in the district which has led to high rate of migration to neighbouring towns, malnutrition of children, communicable diseases and illiteracy LEAP was introduced. Implementation of LEAP in the district started in 2009. About 262 were first targeted and enrolled onto the programme. Later in 2012, a second batch of 102-targeted beneficiaries was also enrolled to benefit from the LEAP cash grants. Hence the total number of beneficiaries was about 364. These 364 reside in 15 communities across the districts. The Ghana Post office is responsible for the disbursement of the cash grant manually every two months.

### **5.3 The Role of Politics in the implementation of LEAP**

This study explored the role of politics in the implementation of LEAP. As discussed earlier, politics in this study means any unwarranted or undue interferences or influence from local politicians like assembly members, Member of Parliament (MP), District Chief Executive (DCE), as well as the level of political will or government support for the programme. It has been noted that implementation of social protection programmes in Ghana is characterised with partisan politics and lack of political will from the government, which is among the numerous factors that affect the success or failure of such poverty intervention or social protection programmes in the country. As noted by Devereux and White, “social protection which is characterised by adverse politicization is associated with patronage-based allocation of social transfers and distortion of targeting procedures that should be transparent, rule-based and politically neutral” (Devereux and White 2010: 61). Data collected from the field revealed the nature of politics in the operations of the LEAP in the two study areas. To make it more clearer to understand the different aspect of what politics stands for

in this study, I have categorised it into two sections, that is political influence or interference and political will or government support.

### **5.3.1 Political Interference**

Evidence from both study areas showed three main sources of political interferences on the programme. That is the, MP, DCE and Assembly members are the main politicians that try to interfere in the implementation of the programme. Despite the similarities that exist as far as political interference on the implementation of the LEAP both districts is concerned, there are some differences when it comes to its impact on the programme's effectiveness. For instance, in Savelugu district, I found out that, most of the assembly members try to lobby for their respective communities to be enrolled on the LEAP programme. Officials interviewed confirmed that these politicians do this in most cases to solicit for votes from the community people. This was revealed when one official remarked,

*“One challenge we encounter are some minor interferences from assembly members. Because everybody wants his or her community to be on LEAP, but you can tell them no, you cannot be on the programme, because we are using A,B,C,D indicators. But sometimes we have to revise our notes, to see whether what they said tallies with those indicators (...) either than that the guidelines are set out already”.*

It came to my notice that despite the concerns raised by these politicians, implementers still abide by the guidelines laid down in the LEAP document for the selection of the eligible beneficiaries for the programme. Hence it meant, political interference do not necessarily affect the implementation of the programme. As one of the officers said,

*“We can't pretend that these interferences are not there, they are exist. But all that we are trying to do is to make sure the programme is devoid of politics, because this program started when one government came into power and another government came. So it doesn't matter who is in power”.*

However, the case was quite different from the other study area, Ga South, since most politicians' involvement in the implementation of the programme in district is rather supportive. This was because they are all geared towards the development of the

whole municipality. Hence, it doesn't matter which community is on the LEAP. So far as it can contribute to alleviating or reducing the poverty levels of the beneficiaries they gave their full support. Most of the assembly members were part of the DLIC. For instance the social welfare officer in the municipality indicated that,

*When you look at Ga South, every community matter, you can't prefer one community to the other. Assembly members a times help in the mobilization of the beneficiaries and even some of them are members of the DLIC and they are really helping for this programme to be successful in the municipality.*

On the other hand, I found out that programme was devoid of active partisan politics in Ga South, which characterise most of the safety nets programmes in Ghana like Microcredit, GYEEDA and among others. The non-partisan nature of the LEAP was attributed first to the design of the programme. Thus, the programme had clearer selection criteria of its target group, strong institutions and also the general public and stakeholders were well sensitizing about the importance of the programme. This came to my notice when an official indicated that,

*I must say this is one programme in the municipality that is devoid of partisan politics with my experience. One I think is the way the programme was rolled out and the institutions that were involved make it such that clearly the people we are looking for are not people you look at their political affiliation....and I must say that most programs that are politically influenced are mostly opened (unclear eligibility criteria).*

A FGD with the CLIC in Ga South, whose main duty was in the area of targeting, mobilization of beneficiaries for payment and sensitization confirmed the claim made by the social welfare officer that the assembly members do not engage in partisan politics as far as the implementation of the programme, is concerned. A major theme that came up when I posed the question, what role or influence do you get from the politicians in district in the implementation of the LEAP was,

*This programme has nothing to do with politics, because when politicians come in, they will be discriminatory, but then the assemblymen use to work hand-in-hand. Those times that they use to pay manually they sometimes come around to ensure that every thing goes on smoothly.*

However, in Savelugu district, interviews revealed ineffectiveness in the initial targeting procedure. Which was attributed to partisan politics. From my observations, I found that some of the beneficiaries in the district do not even fall under any of the LEAP eligibility criteria.

This was revealed when during the payment period I did some observation and spoke to some of the beneficiaries on the programme. I observed some abled young women were receiving the grants even though they are not qualified. And this was what the social welfare officer had to say about the situation,

*Madam, as for me I was not here when they were selected, I was just transferred. But the officer who was here during the initial targeting was not feeling well so they employed a young man in the area to administer the questionnaire. I strongly believe they selected them based on political consideration. Can you imagine all the beneficiaries don't even have identification cards in district....*

Additionally, a discussion with the beneficiaries pointed to their ignorance about the whole LEAP programme. They felt it was the NDC government that has brought the programme to their communities to assist them. This ignorance was informed partly by the MP of the area who sometimes comes around during payment to caution them of the performance of the NDC administration. This came to light when I asked them what do they know about the LEAP. The common words that came out was,

*We are grateful to the NDC government for bringing such a programme to our district. And it is assisting us in various ways. And we hope the party will be in power so that we will get more of such programmes. Because the MP said when we vote for NDC, we will still be on the LEAP.*

It is evident from the responses and findings from the two study areas and the national level that politicians tend to interfere in the programmes. However, their level of interferences differs from both study areas. Whereas in Ga South, despite the fact that politicians sometimes use the payment period to campaign for themselves, they do not engage in active partisan politics which will affect negatively the effectiveness of the programme. Rather DCE and assembly members are very supportive and assisted in ensuring that the programme becomes sustainable and enhance the development of the municipality. In contrast, the level of political interference in Savelugu district

was very high. This was because, politicians tend to use the LEAP programme as political patronage, which in tend has contributed to the ineffectiveness in the targeting system and its expected outcome. Thus, in most situations, the targeting has been dominated by district politicians (assembly members and MPs) rather than officials from the DSW. The concomitant effect on the programme as far as the influence from politicians is concerned is the enrolment of ineligible beneficiaries on the programme. Thus eligible persons (extremely poor with orphans, aged and severely disabled) are sometimes not targeted. This therefore implies that the expected outcomes of the programme will not be achieved.

### **5.3.2 Government Support or Political Will**

The study attempted to find out how the current government has been supportive of the programme. This was another aspect in explaining the role politics played in the implementation of the LEAP. “it has been argued in most literatures that African governments lack the political will to invest in social protection, which finance ministries often dismiss as expensive that can merely create dependency” (Devereux and White 2010: 73). The study assessed this variable based on the assumption, *“support that the government associated with LEAP has a potential of enhancing the programme’s effectiveness”*. Government in the study represented both the District assembly and the Central government. As indicated in the early part of this work, continuation in policies and programmes of successive government is a major issue in Ghana. In most situations, new administration comes into power with their own party manifesto that they seek to deliver. Hence new government means, new regime, new policies and different ideologies. According to Rothstein, the effectiveness in the social welfare policies partly depends on the support from government (Rothstein 1998: 67). Crook (2003), is also of the view that, “the degree of responsiveness to the poor and the extent of impact on poverty are determined primarily by the general regime context, particularly the ideological commitment of central political authorities to poverty reduction” (p1).

Data from both study area proved that the support from the current government for the programme has been very strong. In general the political will from government had been in the area of expansion of the programme both in terms of increase in the

number of beneficiaries and districts as well as increase of funding for the implementation of the LEAP. Document on the programme and interviews conducted with the director of social protection pointed to the fact that LEAP has gained a better ground in the country because in terms of financial sustainability, the government makes allocation in its regular budget for the implementation of the LEAP. For instance the previous government started with a budget provision of 2 million Gh Cedis in 2007 for the design and the roll out in 2008, the amount increased to 2,800 million Gh Cedis, but as at 2014, government commitment is around 38 million Gh Cedis. Evidence from the field showed that the government commitment has been motivated partly by the Brazilian experience with the Bolsa Familiar, which was a success story. Other responses made was that in connection to the MDGs of eradicating extreme poverty by 2015, GoG had to increase its support for social protection policies so as to achieve substantial results. When I threw the question about, what they thought about the commitment level of the current government, the social welfare officer in Ga South opined,

*My sister, the government is doing well, I must commend the government. You know the New Patriotic Party (NPP)<sup>8</sup> government started the programme. So when this government came they didn't relax on it they also looked at the need and the importance of it to help alleviate people from poverty and also took it upon them to continue with the programme. When they came they increase the cash grant or amount. Initially a beneficiary was receiving per house, 8 Gh Cedis and that amount has been tripled to 24 Gh Cedis. They also said it s a nice programme and so how can we also assist and realized that they can increase the quantum. They are also expanding it from the 74000 to 150000 beneficiaries. Very soon some beneficiaries will be enrolled in the municipality*

Also the deputy director for social protection made mentioned that,

*Government of Ghana has taken it upon itself that every year, it will make allocation for the programme. No matter what the challenges they may have, the donors can come and go but government has taken it upon itself that it is a programme that it want to implement, so it makes financial provision from the regular government of Ghana budget. There might be challenges, revenue,*

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<sup>8</sup> New Patriotic Party is a one of the political parties in Ghana. Ghana was under the administration of NPP from the year 2000 to 2008

*expenditures etc. can affect the effort of government to make regular provision, but that can be offset by donor support from the World Bank (WB), Department for International Development (DFID), and United Nations International Children Emergency Fund (UNICEF) etc.*

The officers from both study areas made it clear how the DCE and the District Coordinating Director have been supportive of the LEAP. They indicated that the district assemblies sometimes provide the district social welfare with some logistics to assist in the implementation of the programme. This they said it was because it was one programme that is in line with the vision of the respective district to alleviate poverty and improve the economic status of the people. Information I got when I asked the officers whether the district assembly offers any support to them, this is what each of them had to say

Ga South Social Welfare Officer,

*In terms of support, the only support that we have contacted them on, they've been very supportive. At a point where we were using manual payment, getting vehicle to go round to do payment was very difficult, as the social welfare office lacked logistics. However, as at when there is vehicle available the district assembly uses to give it us. All Chief Executives have been supportive when the need arises and we call on them. Also during the initial targeting, they supported with some funds.*

Savelugu Social Welfare Officer,

*At the assembly level at least they normally give us vehicle to do payment. But of late it is just of late that it has been an issue. Because as you saw yesterday there is only one vehicle for the entire assembly and there are so many agencies. But once they know is a national programme they give us. But they are giving us warning that the Ghana post should supply that.*

Despite the remarking support that LEAP attracts from the current government, it came to my notice after an interview with one director that the LEAP programme has not yet attained a legal framework. But the government is doing every thing possible to ensure that it gain that status. This was essential if LEAP would be sustainable in the future. In the words of the director,

*One thing the government is doing is to help of the ministry in developing a cabinet memo through a process whereby LEAP will be given a legal framework. Because we need a legal framework otherwise in future the government can come and say that this programme I can't continue. So once it is legalized by an act of parliament then it may continue.*

All the above responses and evidence from the field indicates there is adequate political will on the part of the current government. Initially, the study assumed the current government was not supportive of the programme, since they did not initiate it. However, the findings confirmed otherwise, the current government has rather been supportive by increasing the grants that beneficiaries were initially entitled to. Thus from an initial maximum amount of 30 GHC (7,4 US Dollars) bimonthly to 90 GHC (22 US Dollars) bimonthly as at 2014. The study found out that, it has been as a result of the change in the economy, which contributed to increase in the standard of living and high inflation rate. Also, due to the determination on the part of government to alleviate extreme poverty in the country, so as to meet it's MDGs by 2015. This was what the payment officer remarked about the current government, when I posed the question why has there been an increment in the amounts,

*When the new administration came they also like the concept of LEAP, and realizing that the amount was not enough due to the high level of inflation and the economic situation in the country they increased the amount. Because initially the amount was calculated basically considering the dollar rate, income level and the minimum wage and so these calculation were what the government factored the amount. So at the start of the programme in 2008, they received 8gh cedis per one eligible household and that moved to 10 cedis per household, 12 and 15 to 4 eligible household and more. In 2012, it has been increased or tripled. So as we speak now any beneficiary household that has one beneficiary eligible in the house receive 24 cedis per month and the programme is designed in such a way that we pay them every two months that 24 by 2 which is 48. So every payment cycle they receive 48. Those households that have two beneficiary in the household they take 13 cedis per month and that by two for the two months give them 60 cedis in each payment cycle and those who have three eligible beneficiaries in the household they receive 36*



*by<sup>9</sup> two which give 72 cedis for payment cycle. And when you have four or more you receive 45 cedis per month by two 90 cedis.*

In addition, there has been an expanded coverage on the program from the initial 63 districts to 99 districts across the 10 regions in Ghana. This has helped in enhancing the programmes effectiveness to a greater extent, because the long-term aim of the programme is to be able to reach to all extremely poor households within the country. Thus the findings as far as government is concerned also disconfirmed what was found in the study of Buabeng (2005), where implementation of poverty reduction programmes like the village infrastructure and the Micro Credit had mixed results because the inadequate support from the government as well as undue politicking.

#### **5.4 Administrative Structure**

In my previous chapters, I argued that administrative structure is one of the four factors that determine the level of effectiveness in the implementation of LEAP. Administrative structure includes both the formal and informal arrangements that exist in the implementation of the LEAP. Rothstein indicated that *inappropriate organisational structure* has a potential of hindering the success of a programme (Rothstein 1998). Therefore, there is a need for a well functioning organisational structure to be put in place to administer a programme or a policy. The study focuses on the implementation structure, as it exists at the national level, regional, district and community levels. Based on my findings from the field, I have categorised these variables into three different themes. First, the national, regional and district structures and sub-units as outline in the policy document. Second, other actors in the implementation structure. Finally, the form of communication and coordination between the two districts and various units in the national structure.

#### **5.5 LEAP Structure and Sub-Units**

The institutional arrangement of the LEAP as a whole, start with the MoGCSP at the apex of the structure. The ministry provides oversight and policy responsibilities for the LEAP programme. MGCSOP has various technical departments with the

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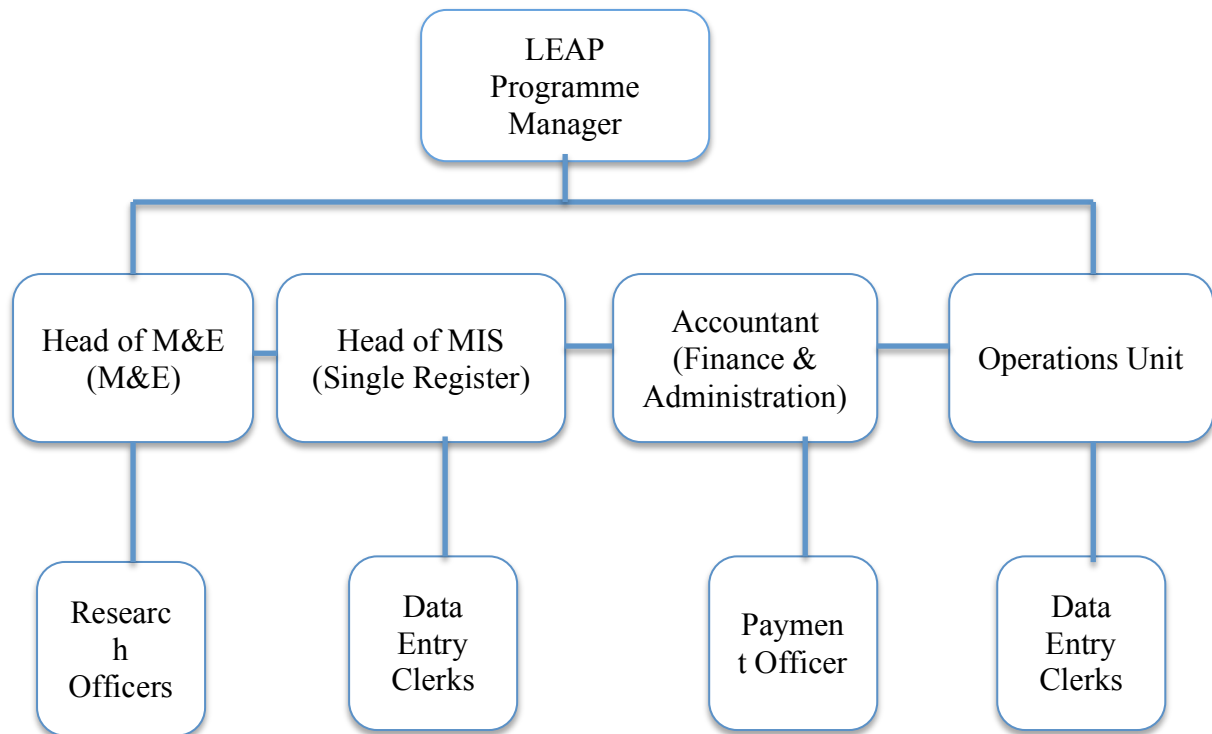
<sup>9</sup> As at the time of this study 1 GHC was equivalent to 0,25 US Dollars.

Department of Social Welfare (DSW) as one of its technical agencies. The actual implementation of the LEAP is under the DSW, which also has offices at regional and district levels. Hence the DSW provides necessary guidelines for targeting, payment, monitoring, training and support to regional and district levels. My findings revealed a decentralised system in the LEAP implementation structure. Thus, the formal structure makes provision for the regional, district and community levels to play an active role in the LEAP operations. My discussion starts first with the formal structures that exist at the national level, where I have outlined the various subunits and their functions and challenges.

### **5.6 National Level Structure**

As depicted in the fig 3, at the national level, the management and the processes of the LEAP program is carried out by the LEAP Management Unit (LMU), headed by the LEAP Programme Manager. The LMU is responsible for the policy designing, coordination of program, preparation and execution of budgeting, development of manual and guidelines and coordination and management of targeting and enrolment processes (LEAP Operations Manual, Version 2.0, April, 2012). Thus, the study found out that the LMU is the backbone unit of the whole implementation of the programme. There also exist other units within the LMU that coordinate activities of the LEAP for its implementation. They include the Monitoring and Evaluation unit, Payment Office, MIS Office and the Operations Unit. Each of these units has its own technical functions for the execution of the program. Below is a figure illustrating the structure of the LEAP programme at the national level.

**Figure 5. Implementation Structure of LEAP at the National Level**



**Source: modified from LEAP operations manual, 2012**

**Key: monitoring and evaluation- M&E**

**What is the role and effect of the national level subunits in effective implementation of LEAP?**

Interviews and documents from the field indicates that, all units of the structure are a functioning whole of the LEAP program. The Programme manager mentioned that, the subunits units compliment each other and hence crucial for smooth LEAP implementation. Even though other subunits existed, the discussion focused on only four subunits due to their direct effect on the implementation of the programme. These are, Operations unit, MIS unit, Payment or Account unit and Monitoring and

Evaluation Unit. My intention was to determine the effectiveness of the subunits of the structure in the implementation of LEAP.

### **5.6.1 Operations Unit**

Interviews from the field point to the fact that the Operations Unit plays a key role in the structure. This is because the main duty of the staff in the operations unit is in the area of targeting, which is the first stage in the implementation of the programme. Targeting was conducted in a ‘*bottom-up approach*’, which starts first from the community level up to the operations unit at the national structure. According to the operations officer, “*the decentralised system of targeting was to ensure that the community are part of the whole process so that they will feel that they own it*”. Information I had from the operations officer shows that if targeting goes disarray, it has effect on the whole implementation of the programme. Hence the Operations Unit has the responsibility of ensuring that the right people and districts are targeted on the programme. The study found out that there is no serious monitoring of the targeting which normally takes place at the district level. A major contributing factor has to do with the issue of inadequate financial resource and limited number of staff. This posed serious constraints on their duties. From my observations during my interviews, I saw there were actually few staff working with many document which sometimes delay the targeting and enrolment process. So the officer remarked that they needed more people to work Thus he said,

*Sometimes at the district they may recruit unqualified data collectors. And a major problem is the issue of monitoring. When they are embarking on beneficiary targeting in the field, we are supposed to monitor. However, we are unable to go to the field. So all these activities that took place on the field we didn't get time to monitor. If we were to go to the field to monitor, some of these problems we are facing could have been identified and corrected.*

### **5.6.2 Management Information System (MIS) Unit**

Another vital unit in the national structure is the MIS. This unit can be referred to as the brain of the LEAP structure, since it handles all its information from the national down to the district level. It has been observed that for any programme to be successful, information has to be well managed. The main responsibility of the MIS

unit was to process the data on the LEAP into a single register and provide reports on the program.

“MIS is a computerised information-processing system designed to support the operational activities and strategic decisions of the program” (LEAP Operations Manual 2007). I observed that the program has a very comprehensive data management system. This was due to lot of data that were generated on the program considering its project cycle nature. Inquiries I made from the head of MIS unit, indicates the robust nature of the software they use for the data processing. However, one staff of that unit notified me that there are sometimes errors that occurred in the system. Some of these errors include the inconsistencies that exist when comparing data from the community based targeting (CBT) and the proxy means test and the fact that the software could not handle huge about of data. This meant only limited number of potential beneficiaries could be captured at a time. In view of these challenges faced by the MIS unit, there was a meeting I observed at the DSW, which was to introduce a new MIS to handle the huge data that were been generated on the programme. I notice the complex nature of the software that raise lots of questions and other concerns by the staff. Nonetheless, at the close of the session, I realised almost everyone was convinced about the nature of the new software. According to the trainer, *the new MIS is a management tool, so that any point in time, they will know who is working on what and when, meaning we can analyse the effort made to be able to establish compensation.*

Thus, the software that was introduced was to cater for the deficiency that existed in the previous MIS.

### **5.6.3 Payment Unit| Account Unit**

Last but not the least on the structure at the national level is the payment office, which falls under the finance and administration department. This unit according to the interviews from the field shows that the payment office is imperative for the implementation of the program since the main aim of the programme is to transfer cash to its beneficiaries. The study found out that there exists only one payment officer at the head office, who works directly under the account department. The actual duty of the unit is to negotiate for allocation of funds from the Ministry of Finance. I saw that there were lots of bureaucracies involved in getting the finance for

the programme. These were both internal and external measures. It came to my notice that there were lots of bureaucratic measures that the unit face in getting the funds from the appropriate quarters. Thus, the Account Department had to draw a budget to the Ministry of Gender and then to Ministry of Finance (MoFEP) for funds to be allocated, before MoFEP instruct the Controller and Accountant General department to make payment into a special bank account made for the LEAP. The study found out that, this bureaucracy sometimes causes unnecessary delay in the implementation of the programme. This was what the payment officer had to say when I posed the question, what challenge do your unit encounter as for as the LEAP implementation structure is concerned,

*Looking at the systems that are involved, because as the director might tell you, government outfit implements the LEAP and it's the government sector ministry and therefore there are those structures and the system has to be followed. So if you are implementing and you are a programme officer of the leap, whatever offer you make, you make it to the programme manager, you equal make it to the director, and through the ministry and then ministry to finance. So that is the system procedure we are talking about. And that's what we mean by the bureaucratic procedure.*

The quote above is evident of the hierarchical and bureaucratic systems in acquisition of funds for the programme. This contributed to delay in administrative duties and payment of grants to the target group.

#### **5.6.4 Monitoring and Evaluation Unit (M&E)**

Monitoring and evaluation has become essential in determining the progress level of any program in our modern times. Without this the success or failure of government policies and programme will be unknown. Thus the M&E unit is one of the four most important units within the LEAP structure. According to a policy brief on the LEAP, “M&E is a valuable mechanism for improving the impact of public policy and contributes to growing transparency and increased programme efficiency and effectiveness and tackling of corruption in the system” (Policy Brief on M&E).

Findings from the file shows that M&E unit has the responsibility of monitoring activities on the programme, monitoring execution, monitoring results and evaluate the results. Nonetheless, documents reviews indicated that until 2013, there was no strong and effective monitoring system due to a number of limitations such as funds, limited staff, and tight work schedules and among others. For instance, officers were not going to the communities to monitor the cash transfers or payment to beneficiaries. Further documents on the LEAP programme indicate a mismatch between the staffing levels and the actual requirement of the unit, a weak capacity and unclear functions of the field workers who monitored the program at the districts (LEAP Briefing Report, 2013). Hence the M&E had developed a new M&E with its aim of ensuring effective monitoring of the programme and ensure accountability. Thus this new M&E monitor the inputs, the output and the outcomes of the program.

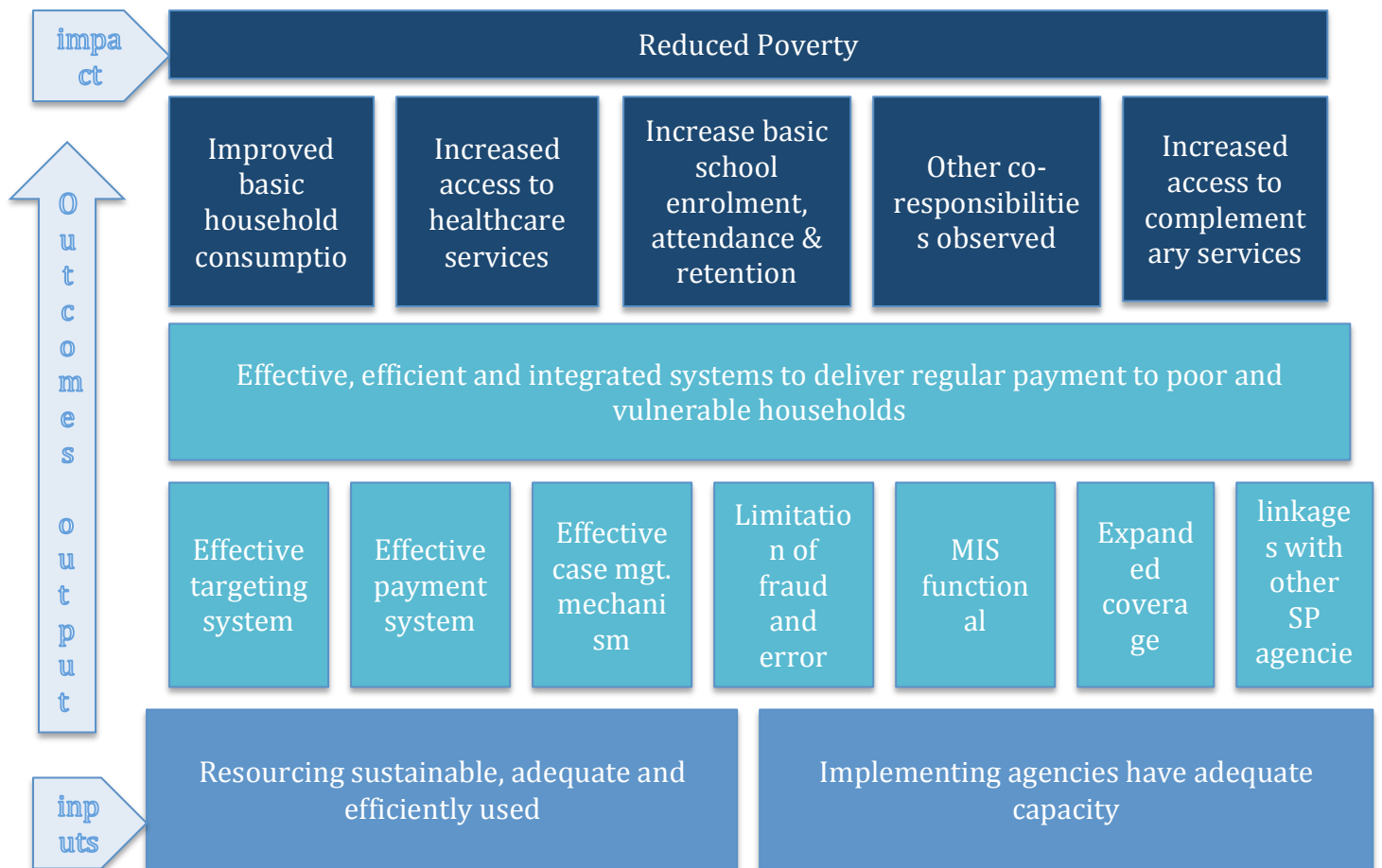
Figure 4 is an illustration of the new M&E system for the LEAP. My study revealed that the M&E department relied on reports (bimonthly, quarterly and annually) from the districts for its analytical evaluation. It came to my notice that some of the districts that are far apart from the head office do not submit these reports on time. These tend to delay the general report that was needed to be prepared by the M&E unit. In an interview with the director of the M&E unit, he remarked,

*Our work is not easy; we have to go to the field to know what is going on there so we can assess the programme. But the problem is we are in Accra and we all cannot go there, so we go occasionally. Because of this, we normally depend on the reports that the district officers submit. But sometimes it is delayed, especially from the far North and other places.*

Furthermore, the M&E unit were not having adequate funds to embark on its monitoring duties on all aspects of the implementation process of LEAP. For instance, I observed that, monitoring took place only during payment of grants to beneficiaries and did not take place during targeting stage of beneficiaries and other aspects of the programme. This was revealed to me when one officer in M&E unit said,

*Monitoring of the targeting were part of the plan and our duties but there were no resources to take care of that. So a times it delays the process and in some cases its more or less you cannot guarantee the quality of the process*

FIG 6: The LEAP M&E System



Source: Policy Brief document on LEAP, 2012

Keys: Social Protection-SP, Management information system-MIS, Management-Mgt

The figure displayed above, shows the new M&E system for the LEAP. This new system has been designed to ensure that there is accountability and effectiveness in the operations of the LEAP. Thus, it gives the implementers of the programme a sense of direction in their duties. At the top of the figure is the main ‘*impact*’ of the LEAP, which is to reduce poverty levels of its targeted groups, Vulnerable (poor aged people above 65 years, poor orphans and extremely disabled). Next on the figure is ‘*outcomes*’, which are the results or aims to be achieved from the implementation of the LEAP, they include improvement in household consumption, increase health care access and among others. Also the ‘*outputs*’ are the most critical aspect of the system. Thus for the actual impact of the programme to be realised by the target groups the outputs must be effective as well as efficient. Hence it forms part of the main



implementation phase of the programme. The outputs include, effective targeting system, effective payment system, limitation of fraud and error in the implementation process and among others. Finally, for the outputs to be effectively realised there should be some '*inputs*' in terms of sustainable resources, capacity building of implementing agencies etc.

### **5.7 Regional Level Structure**

The study found that there exist a regional bodies in all the 10 administrative regions of Ghana that assist in the implementation of LEAP. Thus in both study areas there is what is known as Regional Social Welfare Offices in the Northern and Greater Accra Regions. The Regional office for Ga South was located in Ga Central, which is the capital of Greater Accra. Whilst that of Savelugu was located in the capital of Northern region, Tamale Municipality. At the apex of the regional level structure is body known as Regional Coordinating Council (RCC) of which DSW is a member. Documentary review indicates that the RCC coordinate efforts and all other interventions at the various districts constituting the region. So that there is Tamale Municipal Office and Accra Municipal office which is the regional office and it has a number of districts under it. Also the study findings indicated that, in both study areas the regional offices served as intermediary between the national and the district level, in terms of channeling of information. However, I observed that the regional office in both districts did not play a major role in the implementation of the programme, since most of the procedures took place at the district and national level. This came to light when during the time of payment to beneficiaries none of the staff at the regional office was present. So my interview with the Ga South officer confirmed that the regional level did not engage actively in the operations of the programme. As remarked by the Ga South Social Welfare officer,

*The only thing that regional office got actively involved was during the initial targeting when there was the need to develop a poverty map in the region then they worked hand-in-hand with the GSS and the NDPC. So with this they were able to know the communities that were eligible for the programme.*

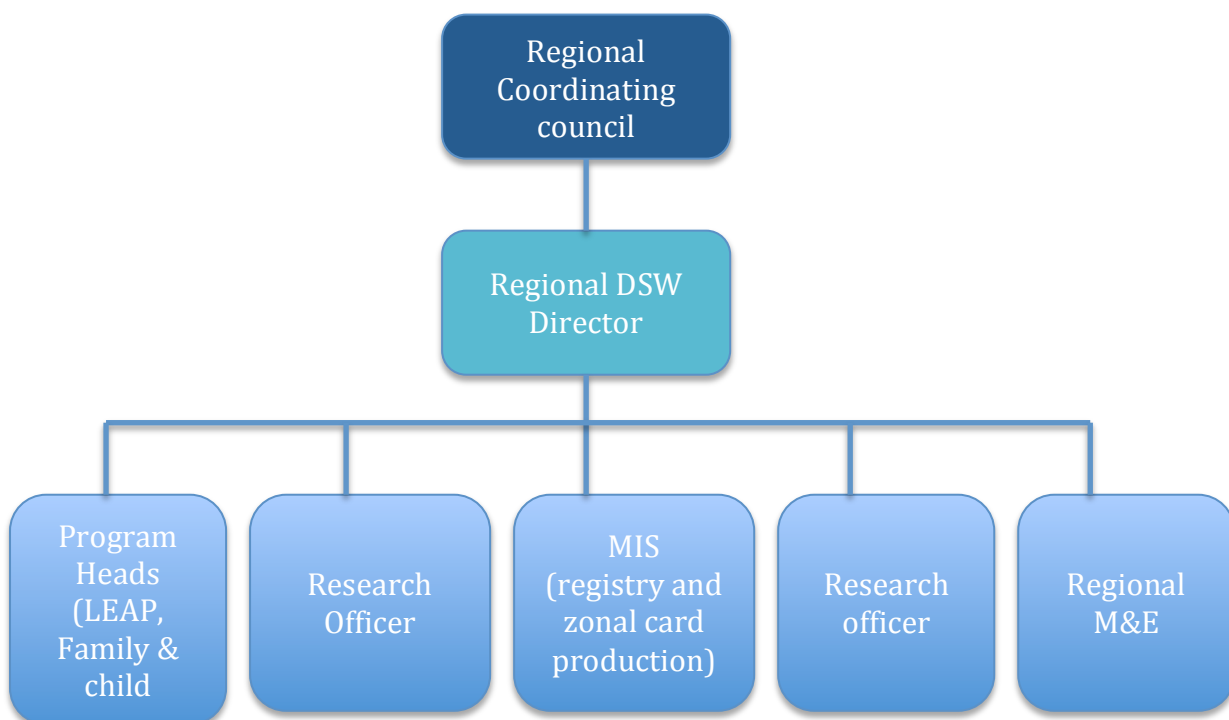
However, that was not the case in Savelugu district, a staff from the regional DSW was present during the day of payment. And the regional DSW director was able to give me in-depth knowledge about how the program has fared in the region since it

started. This showed that he was much more involved in the operations of the LEAP as compared to the Ga South Regional office. When I asked the question concerning how the regional director in the LEAP operated, the Savelugu district officer remarked that,

*Well, I must commend the regional office director. He is always up to task when it comes to LEAP. Because he wants to see LEAP sustained in the region and achieve its purpose of reducing poverty level. He channels any information to us and we also do the same.*

Even though, the regional structure do no play a major role when it come to the implementation of the LEAP, evidence from the filed indicates that Ga South regional office has been much active in the operations of LEAP whereas that of Savelugu has been very minimal. Thus in Ga South there has been consistent communication between the district and the regional level. Below is a figure of the regional structure

**Fig 7, Regional Level LEAP structure**

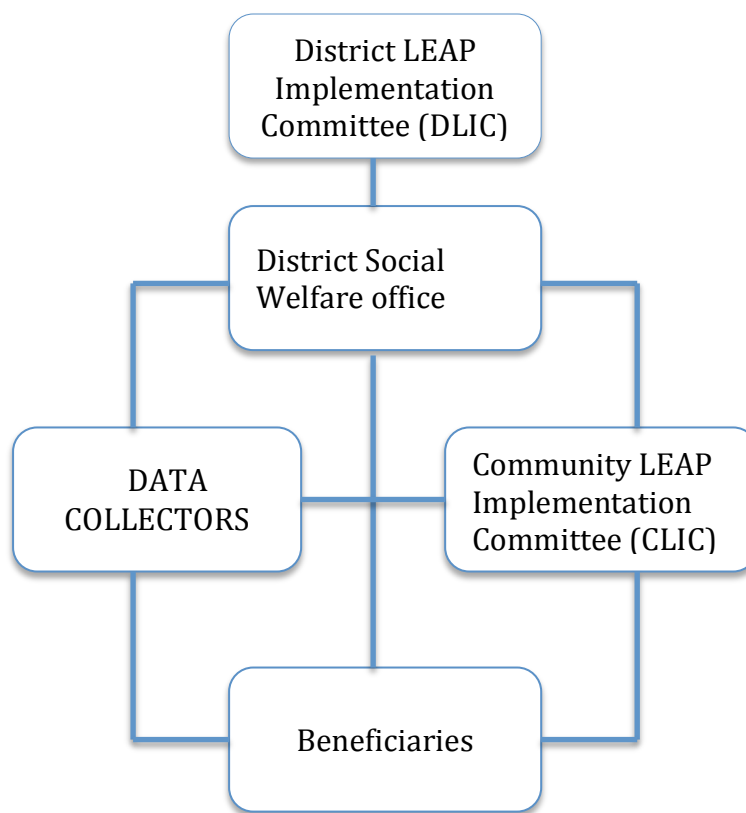


Source: modified from the LEAP operations manual, 2007.  
Key: Monitoring and Evaluation-M&E

### 5.7.1 District LEAP Implementation Structure

FDGs, interviews and observation from the field all attest to the fact that the actual implementation of the LEAP is at the district level. Thus targeting, payment and monitoring are all done at that level. The structure at the district is illustrated in figure 5 below.

**Figure 8, Implementation Structure at the District level**



**Source: Researchers own design from the field, August, 2014**

At the apex of the structure is the District LEAP Implementation Committee (DLIC), composed of District Chief Executive (DCE) of the assembly or the District Coordinating Director (DCD), Social Welfare Officer and representative from Ministry of Health (MoH), National Health Insurance Secretariat (NHIS), Ghana Statistical Service (GSS) and information services. The DLIC had the mandate of selecting the communities that will benefit from the programme. The DLIC use the

poverty map of the district to do the selection of the communities, which makes their work quite easier. However, in cases where there are no poverty maps, poverty indicators are used for selection. For instance in Savelugu district, they was no poverty map so poverty indicators such as poor road network, high maternal deaths, incidence of communicable disease and poor performance of children in the BECE were used for the initial community selection. Whereas in Ga South district, there existed poverty map which the DLIC used to do the selection of the communities.

Also, the composition varied according to the respective district. For instance in Ga South the DLIC were made of 8 members, with the DCE as the chairperson for the committee. I was informed that the number of people on the committee was due to the huge number of beneficiaries in the municipality. On the other hand, the DLIC in Savelugu was a 6-member committee because of the small number of beneficiaries on the programme. According to the policy document, the DLIC is supposed to meet twice every year to deliberate on the progress of the program. In Ga South, the Social Welfare Officer mentioned that the role of the DLIC has been very effective because they are very much aware of the status of the programme and meet regularly to discuss matters that will improve the implementation of LEAP in the district. Thus, he remarked,

*The role of the DLIC has also been very effective because they are briefed and updated on the programme in the municipality. And any recommendations are taken from them. For instance, we have the education director and health director and these are key people within the municipality.*

To confirm what the officer told me, I happened to observe a meeting at Ga South municipal assembly where the DLIC were present to give a quarterly report on the programme and deliberate on the way forward.

Nonetheless this was not the case in Savelugu, as the social welfare officer and the regional officer informed me that the DLIC had not met again after the start of the program when they assisted in the selection of the communities to be covered by the programme.

### 5.7.2 Community LEAP Implementation Committee (CLIC)

Another subunit at the district level is the Community LEAP Implementation Committee (CLIC). The CLIC are volunteers who assist in the implementation of the LEAP in their respective communities. Their formation is made up of a School Teacher, a Traditional Ruler, a Health Worker, Assembly Member, a Women's Group Leader and a religious leader, either a Muslim or a Christian. The responsibilities of the CLIC are in the area of identifying potential households within the communities known as the CBT and mobilisation of beneficiaries for sensitization and payment. According to one officer at the head office, they involve the CLIC in the implementation of the programme because they live with the people and hence can determine their living status in the society. Thus he remarked,

*The committee, actually lives with them, lets assume that I live here with you and this community A and so we know all the people within the community. So when it comes to finding out who is poor and who is not poor they (CLIC) can easily identify than we in the head office.*

However, one challenge with the CLIC that my study found has to do with the issue of subjectivity in their duty. This came to my notice when one officer at the national level pointed out,

*You live in this country, and at least you know that in our part of the world people are likely to put names of their relatives whenever there is a programme like this. I can't be writing names and my mother is there. So they are likely to put their relative and other considerations*

This was confirmed in both study areas. The officers at the district social welfare, made mentioned of the same challenges they encounter with the CLIC as far as identification of potential beneficiaries for the program is concerned.

Savelugu Officers,

*The CLIC members are sometimes biased; they sometimes try to provide names of their own relatives who are not eligible in the list. You see what he did yesterday; he insisted that we give the money to the lady. And we all know she is not the one suppose to receive it.*

Ga South,

*It has gotten to our notice that some of the CLIC members are not fair in their duties. But I can't tell it for sure. But I have even heard that gradually they will be replaced with the Beneficiary Welfare Forum.*

## **5.8 Other Actors in the implementation of LEAP**

The study classified other actors that were identified as stakeholders in the implementation of the programme into two categories, donor partners and sector government institutions. There were three main donor partners that were formally involved in the implementation of the LEAP. They included, Department for International Development (DFID), UNICEF and World Bank. Findings show that each of these partners had their various functions that they perform on the programme. UNICEF supported the programme in terms of training and capacity building. They played this role by providing funds whenever there is a need for the staff to be trained on the programme. Meanwhile, World Bank supported with logistics and human resource. Thus, some of the staff in the DSW was employees contracted from the World Bank (WB). They usually contribute by assisting the DSW with their knowledge and experience in poverty reduction and safety nets programmes in other countries.

At the time of this study, it was observed that there was about three staff at the DSW who had been contracted by the WB to help in ensuring the smooth implementation of the programme. Lastly, DFID supported part of administrative cost. They sponsored the proxy means questionnaires used for implementation and development of software and among others.

Additionally, other stakeholders in the implementation of the LEAP were government sectors ministries, departments and agencies. The study did not find any NGOs as actors in the implementation of the programme. The sector ministries were MoH, Ministry of Agriculture, Ministry of Local Government and Rural Development (MoLOGRD) and the MoH. The roles played by these sector ministries were to help coordinate other complementary activities on the LEAP. For instance, the study found that MoH was the most effective actor that functioned in assisting the beneficiaries of LEAP to acquire National Health Insurance (NHIS). However, in recent times their role is fading out due to the change in the NHIS to biometric system. Thus, in both study areas, beneficiaries needed to be captured again on the NHIS. Also MoE played its role of ensuring that children in the respective LEAP household are enrolled in basic schools and the School Feeding Programme as well as Free Exercise Books. MoLOGRD role was to link up beneficiaries to other poverty intervention programme

under the Ghana Social Opportunities Project (GSOP). I must emphasize that this study did not concern itself with investigating the contribution made by these sector ministries. Hence data was not collected from them. Another finding of the study was the active involvement of GSS and National Development Planning Commission (NDPC) in geographical targeting of the poorest districts in the country using the poverty maps and national population census.

## **CHAPTER 6**

### **FINDINGS AND DISCUSSIONS**

#### **Role of Resource Capacity and Beneficiary behaviour on Effective Implementation of LEAP**

##### **6.0 Introduction**

This chapter analyses findings on how the variables, resource capacity and target group behaviour affect effective implementation of LEAP. This chapter has been divided into two sections. The first section will focus on the discussing the resource capacity of the used for the implementation of the LEAP. Second on how the beneficiaries' behaviour influences the effective implementation of the programme. Thus an attempt to answer two of the four study questions, *what is the resource capacity of the programme?* And, *what is the target group behaviour towards the LEAP programme?*

##### **6.1 Resource Capacity**

In my early chapters, I made mention that resource capacity refers to both human and financial capacity relevant for effective implementation of LEAP. According to Van Meter & Van Horn, for an effective program implementation, resources must be made readily available (1975: 465). Financial resource implies both adequate and accessible funds for disbursement to beneficiaries and administration of the programme. Whereas as human resource involves both managerial resource and technical resource. The study attempt to answer financial resources in the first sections followed by the human resource in both study areas.

##### **6.2 Financial Resource**

Financing of cash transfer programmes in developing countries has been one of the major criticisms on the social protection agenda. Most studies on social policy in Ghana found that inadequate financing was one of the many problems that hinder effective implementation of such programmes like NHIS, GSOP, and Micro Credit Scheme and among others.



The study identified two major sources of funding for the LEAP programme. They include, funds from the GoG and other development partners UNICEF, WB and DFID. Thus the two study areas; Ga South and Savelugu districts got funds from the above-mentioned sources for the implementation of LEAP. Despite these two sources of funding for the LEAP I identified, GoG contributes a large portion of it. I found that each of the partners have their own part of the programme they financed. Thus respondents from the Account Unit at the head office said, government takes mainly the grant that goes to the beneficiaries and part of administrative cost. Whilst the other donor partners see to logistics and also give technical support.

Like many programmes in Ghana that are financed by the government, there is a budget that the DSW draw every year. Thus the LMU makes a budget every year, so that there is actions plan or work plan that goes with the budget. And so within the budget the various items that are involved in the implementation for that fiscal year are budgeted. In addition, they also look at the memorandum of understanding from these development partners and cost the activities that they will also take. This meant, at the end of the plan and the budget, the various units or outfits takes whatever component they have to finance. A major problem that was identified in terms of funding was the issue of delay in accessing the funds for the implementation of the programme. This was what almost everybody I interviewed complained about, thus the finance office said,

*By general, there is a delay in the release of fund. But when the money is released, they release to meet some duration. So when there is a delay for a period, it takes up to about three months before the other part of the money to also come. So there is a delay, but it is handled administratively.*

This delay in receiving the funds was confirmed by two other respondents from the head office when I sought about how they mobilize all these funds from the different sources to embark operation on the LEAP. They reacted this way,

One Official said,

*For now we are able to access the funds, but the only thing is that, because their (DFID, UNICEF and WB) agreement is with the government of Ghana, every fund is channel through the government of Ghana. And sometimes the processes and the*

*bureaucratic means of getting it. But then if you have your things right you will get it within reasonable time.*

Another Official,

*LEAP involves cash transfer, so some of the things are outside our control. For instance, if you want to make payments of cash to beneficiaries, we don't control the national purse; it is coming from the Ministry of Finance. Once there is a delay from the ministry of finance to release funds for the implementation of the programme then it has an effect on us. So you can do all your paper work and everything send it to the ministry but if you are not getting the funds from the finance ministry to the ministry so that it is sent to the service provider, then there is a delay.*

The above responses indicates that the delay in funding has to do with some bureaucratic and other procurement measures put in place before they can get the fund and other logistics. However, other responses showed that there has been irregularity in the cash grants it self from the government. Thus I was informed that government only makes available what is in their national purse. But other funding from the donor partners had been consistent over the past years. In a reaction to the delay in fund release, some of the officers suggested a need for LEAP to have a sustainable source of funding. Overall I realized that the irregularity and delay in accessing the funds tended to affect, first, the consistency in the payment to beneficiaries of the programme. Second, it stifled their effort in embarking on monitoring and evaluation in the districts. In a further discussion with the district level officers in Ga South and Savelugu districts, the complained about the profound negative impact that this irregularity in payment had on the beneficiaries in their respective districts. Thus it created a challenge to them in terms of evaluating the impacts that LEAP is making on the household. In both study areas the case was not different, since beneficiaries had all been in arrears for some period. This came to light, when the social welfare officers in both study areas, retorted that,

Ga South District Officer,

*Last year the beneficiaries did not use to receive their monies consistently as it was supposed to be. Sometimes they will be in arrears for four months and six months. And when you call the head office they will tell you they have not been*

*allocated any funds. But this year it has been good because they have received their entire grant. And as we speak now next week, there will be another payment.*

Savelugu District Officer,

*Since the money does not come regularly, the beneficiaries do complain but as for me I cant do anything about it. The only problem is that it becomes difficult for us to assess the difference that the LEAP is making in their lives and households.*

Another major problem that emanated from the respondents in both study areas, were some complaints they receive from the beneficiaries concerning the CLIC members. As I mentioned earlier the CLIC have the responsibility of mobilizing beneficiaries for payment. Thus the problem identified has to do with the fact that the CLIC sometimes attempt to take gifts in the form of money from the beneficiaries. This attitude of bribe taking is mostly rooted in the Ghanaian culture. And it tends to According to the officers, the reason behind the attitude put up by the CLIC, was first because they are not given any fixed remuneration as to the work they do. But they only give them money occasionally. Second, it is as a result of the tradition and customs of the community, which the Savelugu district officer mentioned,

*Sometimes there is this tradition that as much as you assist me I would like to also help you by giving you something. For instance, with pensioners you send them to bank for their pension and once in a while, they try to appreciate what you are doing; this is where I mentioned gift as part of our culture. You continue to sensitize the beneficiaries that they should go to that extent because this one is a major role the community implementers are playing which government recognizes. so it must not be seen with a cultural lens so much, it should be seen in an official way.*

However, this view was challenged by some of the CLIC members in a FGD. According to them, they just volunteer to assist in implementing the programme, because of patriotism. Even though, the small allowance they receive were not sufficient, it was not really a bother to them. In their own words,

*We are told it's a voluntary service that we are rendering to the community. So occasionally we are giving something for T&T ad pure water. But we are not paid as such. Sometimes we think about the love for our nation and we need to make certain sacrifices. If you think about what they give you then you won't do it because the money is nothing.*

Additionally, the study found out that, transportation was another challenge to the district level implementers. In both Ga South and Savelugu districts, I observed that there were no official vehicles allocated for them to transport themselves for payment to beneficiaries. For instance, in Savelugu district, I saw that the communities were far apart and the officer had to travel long distances with the Ghana post personnel to do the payment. In the view of the officer, the finance the DSW allocate to the district for the operation of LEAP was not adequate. Until a shift from manual payment to electronic payment system in Ga South, they also encountered the same transportation problem, which the officers there remarked,

*Embarking on payment was not easy for us when we were doing manual payment, we had to travel to all these communities to give payment and we didn't have any vehicle. So we normally depended on the district assembly for vehicle. And you know the money was also small. But now that we are using the electronic it is better.*

### **6.3 Human Resource**

As stressed in my previous chapters that human resource is an important measure of effectiveness in the implementation of LEAP. In my theoretical chapters, Bo Rothstein argued that funds must be placed in the hands of motivated and capable staff (Rothstein 1998:89). The study examined the number of staff allocated for the implementation of the LEAP and also the kind of training they had on the programme.

#### **6.3.1 Number of Staff**

From the records, the DSW have serious problem with number of staff. Therefore, the study assessed the number of staff allocated for the implementation of the programme. The rationale was to determine whether these numbers were adequate for

them to play their roles in the implementation of programme. These were in the area of targeting, payment and monitoring. In general, the study found out that there was limited number of staff in the implementation of the programme either at the national level or the district level. Findings revealed that, the programme started with a very limited number of staff, until 2013 the number was very low. Interviews with the officers indicated about 6 people on the program at the national level when it started. The study found out that, the limited number of staff was as a result of the small number of beneficiaries that was targeted at the initial stage. But the limited human resource has improved as they have employed additional staff due to recent increase of beneficiaries on the programme. As remarked by the Programme Manager,

*At the time that the LEAP started the number of beneficiaries were very small and now that the numbers are increasing we need more hands. It made people to over work but now number of staff is increasing, s it is actually bring about little bit of relief so people can concentrate on a particular task. If it was previously, like you were here like I would to be doing work seriously and I wouldn't have had much time.*

In Savelugu district, the study observed an acute situation of human resource. There was only two staff at the district social welfare office in-charge of not only the LEAP but also other projects that the DSW were implementing. Respondent at the assembly level argued that human resource is a huge problem in the entire Northern Region. This had created a situation where one officer is in charge of more than one districts. This was attributed, to refusal of people to accept posting to rural areas and remote places. The limited number of staff posed serious constraints on them, especially during payment period. She remarked,

*The staff is not enough; in Savelugu we are only two so we can't do this only. And the distances between the communities are far so we normally rely so much on then CLIC and as I said they are human beings. During payment I really get exhausted, because I have to move round all these communities. And you know there are other things that we have to attend to in the office. But if we were many at least we would have shared responsibilities*

From the above response, the limited number of staff, made the district officers over reliant on the CLIC. This tended to affect the effectiveness of the programme, since

the officer felt the CLIC were not objective in their duties. Especially, they realized they took bribe from the beneficiaries. Also the district officers spent lots of time on the programme at the neglect of other official social welfare duties and services.

Nonetheless, in Ga South, the district social welfare had quite some large number of staff of about 6. And I observed that everyone was actively involved in the operation of the program. In terms of payment, they were all on the field to assist and also to monitor the programme, which made the work of the payment officers (MTN) quite easier. A FGD with the CLIC, indicated their duties were initially fraught with some difficulties due to their limited number, which has now reduced with the introduction of the electronic payment system in the municipality. They claimed that when the payment was been conducted manually, they had to move around to mobilize all the beneficiaries in the various communities; with their limited number on the committee it made their work very difficult.

### **6.3.2 Skills and Capacity of staff**

Due to the technicality and comprehensive nature of the LEAP programme, the study also assessed the skills and capacity that the officials had in carrying out their roles and functions. The study found out that staff and implementers at both the national and district levels had adequate knowledge and competent skills in the delivering their respective roles like, targeting, monitoring, payment and computerized software system (MIS). Nonetheless, their capacity level was rather low as compared to the nature of the programme they implement, especially at the district level.

As I indicated, the knowledge and skills of the implementers were attributed mainly to the training that they had acquired when the programme began. However, I found they all had Senior High School (SHS) education, which did not actually have much significant impact on their functions. Since the LEAP programme was actually a new concept in the country, with no best practices to look at, senior staffs were trained in Brazil, Mexico and other part of the world to be able to build their capacity. This was supported by the donor partner (DFID and WB) who were in charge of capacity building and logistics on the programme. One director at the head office had this to say concerning training and qualification of the staff,

*I will not use the word qualification, but certain skills. So for instance if you are dealing with MIS you need someone with skills in computer, hardware, software. You are looking at M and E you need someone with skills in monitoring and evaluation. So the academic qualification is good, but the practicality of it, thus the skills acquisition is actually important. Otherwise if you don't get the right or the skills set then you going to have problems.*

On the same issue of training, despite the fact that those at the national level had also gone through some in-depth training, which assisted them in the targeting of beneficiaries and the other duties on the programme, I found that, another situation which affected the programme implementation had to do with the regular staff turnover in both national and the two study areas. As asserted by one director,

*The problem is the regular turnover of staffs, transfers and retirement. So that you bring and train people up to implement a programme but along the line some of them retire, some of them get transferred and other things. And going back to train a new set becomes a challenge.*

The study found that the situation was not different in Ga South and Savelugu districts. Even though the staff went through regular training, the consistent labor transfer to some extent affected the implementation of the programme. Both Ga South and Savelugu had a record of regular labor turnover. However, in Savelugu district, the officer raised concerns about the ineligibility of some the beneficiaries. This was so due to the initial targeting conducted by an unqualified data personnel employed by the former a retired officer. On a visit to Savelugu DSW, it was evident that since the LEAP started in 2010, there had been a sequence of 3 officials who had implemented the LEAP in the district. Hence there was no proper documentation, which affected effective continuity of the programme. Thus, the current officer in Savelugu indicated,

*I was not in the district when it all started, but I was just posted here. But they took us through some training in Sunyani. The personnel in charge as I said, she is on pension. When I came for instance I realized lots of problems with the targeting she did. I even heard she was sick so a certain guy did it. Thus is one huge challenge, as we speak now if you ask for some document I will found it*

*difficult to even get some for you.*

The quote above was also confirmed by an FGD with the CLIC in Savelugu district. As part of the programme design, the CLIC were supposed to be part of targeting of beneficiaries. Nonetheless, It came to light that they were not actively involved in the process, due to the fact that they were not given any special training about the LEAP. Hence they had inadequate knowledge about the programme. The theme that emanated from the discussion was,

*It was just a man that came one day and administered a questionnaire to some specific household. After they called us to the office and informed us that they wanted us to be CLIC members. And they just explained our duties to us.*

Similarly, in Ga South district all the staff and other implementers on the programme had adequate knowledge and training on the programme. Even though as in the case of Savelugu district they also experienced regular staff turnover, it did not really had any significant impact on the programme as compared to Savelugu district. For instance, whilst on the field, the study found that one of the staff at the district social welfare office had been transferred to the DSW in Northern Region. But he was putting the necessary documents in place that will ensure continuity of the programme in his absence in the municipality. On the same training and skills, in contrast, CLIC members in Ga South had had better training as compared to the CLIC members in Savelugu. The study was concerned about the consistency of the training they had. It found out there had been regular capacity building for the CLIC members in Ga South district. In a FGD I was informed of recent training they had concerning the electronic payment system that is been piloted in the municipality and other places about the LEAP. This had contributed to their understanding of the whole LEAP. On the whole they mentioned that,

*There was an initial training and then a refresher course. But more can be done. Like when they changing the payment to the mobile money, they educated us. We even had first hand information before they also came to disseminate information to the rest.*

Additionally, the studies seek to examine whether the educational background of the staff had any impact on their duties. I found out that most of the CLIC members were highly educated and therefore gave them an upper hand in their duties as compared to



the CLIC in Savelugu district. They could speak both English and their native language. This they confirmed contributed to the way they delivered on their functions in the communities. Thus in FGD of about 6 members, 4 were teachers and the remaining 2, 1 was a women's group leader and the other a Reverend Minister. In summary this what they had to say,

*By virtue of our profession as teachers it helps a lot, like when you go for meetings, the language will not be a barrier and also since you are in the community language too will not be a barrier.*

On implementers' capacity building, the Ga South social welfare staff rated highly the situation. Thus on a scale of 100%, they confirmed a 90% satisfaction of their current capacity on the programme. Their response was based on the fact that, there was a balanced situation between the staff capacity they had in relation to the duties they currently perform in the district. Despite some few challenges like inadequate logistics that they mentioned.

It is evident from the findings above in terms of financial and human resource, that the DSW at the national level and both study areas had challenges with human resource. Even though the study found out that Ga South staff outnumbered that of Savelugu, in general there was limited number of staff for the implementation of the LEAP. Also staff transfer and retirement impeded the effective implementation of the LEAP, where in Savelugu, there were no proper documentation for smooth continuity of the programme. Additionally, despite the fact that the implementers in both study areas had some level of training, the training in Savelugu district had not been consistent and even the CLIC had no training at all. In contrast, the implementers in Ga South went through regular training programme and had their capacity better built for an effective implementation of the programme. Further, their educational background assisted them in their duties as well. Nonetheless, there was some few weak system, which needed strengthening, like inadequate logistics (computer) in both study areas. Also, at the national level there was a need for an improvement in the MIS system, which the study found out it didn't have the capacity to capture lot of beneficiaries. However, I observed a meeting where there was a new software system been put in place to handle the deficiency in the old MIS.

Also, the study identified, GoG, DFID, UNICEF and WB as the main source of funding allocation for the programme implementation. It was established that even though they receive the funds for the programme, the release of the money normally delay. This was attributed to the bureaucracy involved and sometimes the claims that there was no money in government coughers. This delay and irregularity in the release of funding affected the consistency of the cash to the beneficiaries bimonthly. Also the CLIC were not well motivated which in both study areas led to the rumors that they tended to take bribes from the beneficiaries.

#### **6.4 Target Group Behavior**

As mentioned in my theoretical chapters, target group behavior also influence implementation of programmes and policies. Thus in those chapters I established that the positive and negative behavior of the beneficiaries of LEAP has it own consequences in the implementation of LEAP. The study indicated earlier that implementers of the programme could affect the behavior of beneficiaries through either their positive or negative behavior (Winter 2012: 12). This section attempted to examined, i) cooperation and communication between implementers and beneficiaries, ii) attitude of staff towards beneficiaries and vice versa, iii) beneficiaries knowledge about the LEAP, iv) beneficiaries' participation in the programme, v) commitment to conditionality, vi) overall satisfaction about the LEAP and vii) its immediate impact on them.

The study examined how beneficiaries of the programme understood the LEAP, what it objectives were and also why they had been selected for the programme instead of other people. The rationale was to certify their basic knowledge about the whole programme using a qualitative approach. As noted in my literature review chapter, a quantitative evaluation research conducted by Institute for Statistical Social & Economic Research (ISSER) on the programme indicated that beneficiaries did not have adequate knowledge about the LEAP. In a FGD with 12 beneficiaries in two study areas it was revealed that 4 were a bit skeptical about their views when asked what they knew about LEAP. But the remaining 8, which 6 of them were from Ga South municipality, gave explicit knowledge on the programme. They were able to tell me that it was a cash transfer for the poorest people with orphans and vulnerable

to cushion them from their status. And also outlines some of the objectives and goals it seemed to achieved. This was what a widow beneficiary in Ga South district had to say,

*It's a good programme to help we the poor widows and our children. We can't say its not well, it good for our children, in terms of school, health and nutrition. But we sometimes use the money for petty trading.*

Another widow in Savelugu,

*We depend on the money for a living. Without it, we can't do anything.*

The quotes above indicate that beneficiaries in Ga South had adequate knowledge about the LEAP as compared to their counterparts in the Savelugu. The study findings revealed that the social environment was a contributing factor as well as the sensitization that they receive. Those in Ga South were better enlightened by virtue of them residing in the capital of the country (Accra) and get full access to radio and other social whilst Savelugu was in a remote area with no electricity and high rate of illiteracy.

The study assessed the extent of cooperation and coordination that existed between the implementers (CLIC, DSW and DA) and the beneficiaries. The study found that the form of coordination that existed between the implementers in the districts were in the area of sensitization of beneficiaries and payment of the cash grant to the beneficiaries. Thus the CLIC communicated to the beneficiaries whenever there is going to be disbursement of cash grants, as well as educating them on some aspects of the programme. EG. Abiding by conditions of the programme, utilization of their cash grants and among others. For instance, the study observed that before any payment is done (manually) the CLIC move door to door to mobilize them to meet at one point.

Also the beneficiaries contact the CLIC when they need clarification on some issues like the amount they are supposed to receive and among others. However, I found that the beneficiaries had no direct relationship with the DSW. Any information is channeled through the CLIC, who then inform the beneficiaries in their respective communities. Nonetheless, beneficiaries confirmed that the only time DSW came to their homes was when they came to do the proxy-means testing for the targeting.

It has been noted in other studies that formulation and implementation of certain

poverty reduction programme, requires full participation of the target group for its effectiveness. Hence the study also assessed how beneficiaries of LEAP participated in both formulation and implementation of the LEAP. It found out that like Micro credit and Village Infrastructure programme, the target group was partially involved in the formulation process. The government created public awareness on the program, where there were media debates and other forum about the need to have the LEAP in the country. Also responses from the beneficiaries indicated that they were involved in the implementation of the programme. Thus, they participated in the targeting, community validation of eligible beneficiaries and payment process.

The study further assessed the attitude of staff towards the beneficiaries and vice-versa. Thus based on the assumption that the positive or negative behavior of target group and staff can hinder or limit effective implementation of the LEAP. All 12 beneficiaries interviewed in both study areas mentioned that the implementers were friendly to them. This was because the implementers understood their status as vulnerable people and therefore made the necessary effort to make them feel comfortable in society. This was how some of the beneficiaries responded to the question, “What is the behavior of the implementers towards you?” (See appendix),

A beneficiary in Ga South,

*They speak well to us, especially the payment officers. If we don't understand anything and we ask them they we always ready and willing to assist us. Sometimes we also call the CLIC to clarify some issues for us.*

Another one from the other study area,

*The CLIC members are concerned about us. Occasionally they come to our homes to find out how we are faring.*

The quotes above show a positive behavior of the implementers in both study areas towards the beneficiaries. On the other hand, beneficiaries showed a more positive attitude towards the implementers. I found out that anytime they were called upon to meet for sensitization they turn up in their numbers sometimes out of their busy schedules.

The study later assessed whether beneficiaries abided by the conditions on the programme. From the FGD and other interviews with the implementers, it was

confirmed that the beneficiaries abided by the conditions of the programme. These conditions included, immunization of children in the household, children attending school regularly, registration of children in the Deaths and Births Registry, giving children in the households' nutritious meals. Below is a response from the CLIC to the question, "how do you ensure that the conditions of LEAP are met by the beneficiaries?",

Ga South CLIC,

*We live in the communities and we know the beneficiaries, so occasionally we visit them and when we see that a child is not going to school we try to find out the reason. Apart from visiting them, we try to educate them and tell them about the need to immunize their children and give them nutritious food and also educate them about some business ventures that they can invest their monies into.*

Savelugu CLIC,

*You know we are in this community and we want the best for them. So we try and talk to these people to do what they are suppose to do.*

From the above quotes, it is evident that the CLIC members in both study areas tried to monitor the beneficiaries indirectly to abide by the conditions on the programme. For instance the CLIC sometimes call the beneficiaries on phone to asking how they were faring. However, the study observed that DSW monitored the programme occasional during payment periods by administering some questionnaires (see appendix) but did not go to their homes to crosscheck the information with the real situation on the ground. The beneficiaries claimed they abided by the conditions but the study did not get available time to visit the schools and homes to confirm it.

Finally, beneficiaries gave their views on their level of satisfaction on the programme. Their responses were first based on some scores to determine the satisfaction level. This method was employed by Buabeng (2005) to study the success level of a poverty reduction program in Ghana. I asked beneficiaries to tick against scores, very satisfactory, satisfactory with problems, indifferent and unsatisfactory as indicated in the table below,

**Table 7: Satisfaction Level of beneficiaries in the implementation of the LEAP**

Questions	Ga South	Savelugu	
Very satisfactory	5	4	<b>9</b>
Satisfactory with problems	1	1	<b>2</b>
Indifferent	0	1	<b>1</b>
Unsatisfactory	0	0	<b>0</b>
Total	<b>6</b>	<b>6</b>	<b>12</b>

**Source: adopted and modified from Buabeng (2005)**

From the table, out of 12 beneficiaries interviewed in both study areas, 9 indicated that they were very satisfied about the program so far. Out of these 9, 5 were beneficiaries from Ga South and the remaining 4 were respondents from Savelugu district. Also, 2 beneficiaries, 1 each from the two areas mentioned they had some problems even though they confirmed they were satisfied with the programme. Only 1 person was not sure of how she had felt on the program. But none of the beneficiaries interviewed mentioned that they were unsatisfied with the LEAP programme.

Despite the fact that some of the beneficiaries raised concerns about implementers increasing the quantum of the cash grant and re-registering them on the NHIS, which has now gone biometric, almost everyone were very satisfied as a result of access to school, free health care and capital for business. Thus one person said,

*Apart from the money that should be increased, every aspect of the program is good. Even though at first we were not receiving the money regularly, now everything has changed. I can now buy charcoal to sell and take care of my family. When I am sick apart from the transportation I pay, I don't pay any bills in the hospital.*

## CHAPTER 7

### **SUMMARY, IMPLICATIONS OF FINDINGS AND CONCLUSION: SOUTH-NORTH DIFFERENCES IN EFFECTIVE IMPLEMENTATION OF LEAP.**

#### **7.0 Introduction**

This chapter is a summary of the entire thesis. It draws conclusions on the objectives set forth in the study. The chapter is therefore divided into three sections. The first section summarizes the main findings of the study under the four research questions and objectives. Second, it expatiates on the implication of findings in conjunction with theoretical relevance and relevance to other literatures and empirical studies. Third, it mentions some contributions the study had made in terms of advancing the study of implementation in general and Ghana in particular. Finally, some emergent issues from the study are highlighted, followed by the final conclusion of the study.

#### **7.1 Summary of Main Findings.**

The study attempted to explore the factors that accounted for differences in effective implementation of LEAP in Ga South and Savelugu districts as located in the South and North of Ghana respectively. As indicated earlier, there is a huge gap or divide between the North and South of Ghana, which sometimes reflect in implementation of programmes and policies. It has been noted that, in terms of proximity the capital Accra is located in the South whilst the North is far apart. This sometimes makes it difficult for people in the North to access government services, which means they have to travel long distances to the capital. In Ghana, the North is seen as the poorest part of the country as compared to the South. Meanwhile there has been lot of poverty reduction and social protection programmes that has been introduced in the country, both South and North. However, the North still record the highest poverty rate and hence most deprived. It was against this background that the study used two communities, Savelugu district in the North and Ga South district in the South it explore and explain some of the factors and actors that contribute to the similarities and variations that exist in terms of the effective implementation of a current social protection programme introduced somewhere around the year 2008. It used four main variables to assess the extent or degree of effectiveness or otherwise of the program.

Thus, Politics, Resource Capacity, Administrative Structure and Target Group Behavior. The findings were linked to two major questions, “What factors may account for the overall extent of effective implementation of LEAP?” and “What factors accounts for the differences in the implementation of LEAP in the South (Ga South Municipality) and North (Savelugu District) of Ghana?”

### **7.1.1 Politics (Politicking and Political Will or Government Support)**

#### **“What is the role of politics in the implementation of LEAP?”**

On the role of politics in the implementation of LEAP, I found tremendous support for the programme from the current government of Ghana. It was evident from the field that the GoG had expanded the coverage of the programme to other districts in the country, which implied an increase in the number of beneficiaries on the programme. Consequently, the cash grant had also been increased based on the high inflation, minimum wage and other change in the living cost the country. Further, the district assemblies of the two study areas give their full support for the LEAP in their restive district by assisting them with vehicle. This notwithstanding, the study found that the implementation of the programme in both district was affected by some level of political interference from district politicians and national politicians. However, there were slight differences that existed in terms of the implications that the interferences had on the implementation of the programme in the two areas. The Assembly members and other district politicians in Ga South municipality did not influence the process by engaging in partisan politics. On the contrary, despite the active nature of politicians in ensuring the success of the programme, there was high politicking. It can therefore be argued that, in general the political will from then current government was stunning. Meanwhile the politicking has the possibility of contributing to variation in the extent of effectiveness in the implementation of LEAP in both study districts.

### **7.1.2 Administrative Structure**

To sum up on the administrative structure, the study found that both the formal and informal structures of LEAP did not have any significant impact on the differences



that existed between the levels of effectiveness in the implementation of the programme in the two study areas. The study had established that the implementation structure was not centralized as compared to other programmes that are implemented in the country. The implementation of the programme was conducted using both the bottom-up and top-down approaches. Thus, formal implementation structures existed at the national, regional, districts as well as the community levels in both study areas. The study indicated that most of the functions are centered in the districts and community levels. Therefore, bodies such as CLIC, DLIC and were established at the district and community levels to aid in the smooth implementation of the programme in both study areas. However, the formal implementation structure such as the CLIC and DLIC in the Ga South municipality, representing the Southern part were faced with less challenges and functioned very well in the implementation of the programme in the district. Meanwhile the North, Savelugu districts, structures such as the DLIC and CLIC were not functioning which impacted negatively on the programme implementation in the district. This was due to lack of education about the programme on the part of the implementers especially the CLIC in the communities.

### **7.1.3 Resource Capacity (Human and Financial Resource)**

The study found that there was a general source of funding for the implementation of LEAP in both study areas. Aside the major funding contributed by the central GoG; other sources were donor partners, DFID, WB and UNICEF. The study identified delay in the release of funds as a major impediment to the implementation of the programme, which was attributed to bureaucracy involved in accessing funds from MoFEP. It was evident from the two study areas that due to the delay in release of funds from the head office, it contributed to inconsistencies in the transfer of grant to the beneficiaries. However, they confirmed that it had streamlined and now beneficiaries receive grants bimonthly. Additionally, the study found that inadequate funds for the administration of the programme retarded the monitoring and evaluation of the programme in both study areas. Also, the CLIC in both study areas were not sufficiently motivated.

On human resource, the staffs of DSW were inadequate mostly in the rural districts like Savelugu district as compared to those in the urban sectors like Ga South

municipality. The reason behind the staff inadequacy in the Savelugu district was the refusal of personnel to accept postings and transfers to the rural areas especially those areas in the North, which are not closer to the capital, Accra.

#### **7.1.4 Target Group Behavior**

The study established on the assumption that the positive or negative behavior of the implementers towards the target group of LEAP can affect the extent of effectiveness in the implementation of the programme and vice versa. The study had shown that the target group in both study areas participated in the implementation of the programme especially in the area of targeting. Further, in terms of beneficiaries having adequate knowledge about the LEAP, the findings show that beneficiaries in Ga South municipality had quite good understanding about the LEAP. This was as a result of first, proper orientation and education that were given to them by the implementers. Second, the view that they are closer to the capital and had access to the social media, had some level of education and among others. Also the ranking table from the study findings above indicates that, in both study areas (South and North), beneficiaries were satisfied so far with the current state of the implementation of the programme.

#### **7.2 Implications of Findings**

It was based on the current implementation of a social protection programme known as the LEAP that the study challenged itself to assess the extent of effectiveness in its implementation. It therefore reflects a shift from the popular and common impact evaluation studies in LEAP. Specifically, to know the differences or similarities that might exist between the North and South of Ghana in the light of the LEAP implementation effectiveness. Base on the data collected from the field, the study had highlighted several factors that account for the overall effectiveness or otherwise of the implementation of LEAP. It is therefore worth noting that these findings not only does it indicate the extent of the programme's effectiveness, but conclusion on the study has immerse implications for implementation theory, especially in light of Winter's Integrated Model, Bo Rothstein Model of Implementation and Van Meter & Van Horn Implementation Model, previous and future studies on poverty

interventions and other social protection programmes and general literatures on policy implementation. These and other important issues are discussed in the following sections.

### **7.2.1 Theoretical Relevance\Implication of Study**

The study has established that findings based on the independent variables might have its specific implications with the theoretical perspectives that set its foundations

Three models of implementation, Winter Integrated Model, Van Meter & Van Horn and Bo Rothstein model of implementation guided the study. Winters Integrated Model presents the rationale for policy implementation studies to be concerned with output and outcome analysis rather than its process (Winter 2014). Thus, output in terms of delivery behaviours and outcomes in terms a change target group condition (*ibid*: 14). However, this study concerned itself with only the output of the implementation of LEAP. Winter had also identified several variables or factors that may account for the implementation delivery behaviours or what is known as the implementation output. These are, the policy formulation processes, organizational and inter-organizational behaviour, behaviour of street-level bureaucrats, target group response and the socio economic conditions surrounding the implementation of the program or policy. From Winters Model, this study used the target group response as well as inter-organizational behaviour to explain the extent of effectiveness in the implementation of LEAP based on its current output

In conjunction with Winter's integrated model, target group of a program may contribute to its implementation effectiveness or effectiveness. Thus, According to Winter, "target group of a program can affect the behavior of the implementers through either their positive or negative actions in the co-production of public services" (Winter 2012:12). Hence it's advisable to know the different characteristics, cultures and norms of a specific target group of a programme. As mentioned by Ryan, target group are more likely to cooperate with programmes or policies when rules and prescriptions are favourable to them (Ryan 1996: p740). Based on this variable the study had established that the extent to which the target group of LEAP reacts or corresponds to the implementation of LEAP, either positive or negative may affect the

overall effectiveness in implementation of the LEAP. The study found that target group in Ga South, responded more positively to the implementation of the LEAP as compared to that of Savelugu. Thus, in both study areas, they cooperated with the implementers during targeting, payment of grants and sensitization, abided by the terms and conditions (children were in school, immunization and health care services) of LEAP. Meanwhile when it came to the knowledge they had about the LEAP, Ga South beneficiaries had adequate knowledge of the program than beneficiaries of Savelugu. The study argues that in general, there was more positive behaviour of target group and implementers of LEAP in Ga South district (South) in terms of adequate knowledge on the programme, target group participation and among others than its counterpart in the Savelugu district (North) that enhanced the effectiveness in the implementation output of LEAP.

Second is the resource capacity of the implementers of the programme, which this study examined. This variable was crucial for the effectiveness of implementation of the LEAP. As identified by Van Meter & Van Horn, policy resource is one of the indicators used in assessing implementation performance (1975: p465). Thus, it involves both human and financial resources that facilitate implementation of a programme. Bo Rothstein also in his model of implementation argued that resources must be placed in the hands of capable and competent staff for a better administration of a programme (Rothstein 1998).

Resource becomes an important tool when it even has to do with the implementation of a poverty reduction programme like LEAP. The findings from this study support the assumptions of Meter & Horn and Rothstein. The findings from the study had showed that resource availability is the most important condition for the successful implementation of LEAP. Thus the study argues that, if financial resource is made readily available, there would be consistency and regularity in the delivery of the cash grants to the beneficiaries, which was a major challenge the programme was facing. For instance, findings from Ga South district indicates that implementation of LEAP would have been much more effective without any unnecessary arrears to beneficiaries if there were adequate financial resource due to a better implementation structure and adequate number of staff. The study therefore argues that inadequate resources (financial and human) may negatively affect the extent of effectiveness in

the implementation of the LEAP programme in Ghana particularly in Ga South and Savelugu Districts.

All the models that this study adopted highlight the administrative or implementation structure as one of the major factors that determines the effectiveness or ineffectiveness of a programme implementation. It had been argued by Rothstein that specific task requires specific structures and institutions for an effective implementation (Rothstein 1998). Winter and Van also mentions that, corporation, coordination, communication and the functions performed by the organizations in charge of a programme can contribute to its performance. The assumption of this study was that the extent of effectiveness in the implementation of LEAP is also dependent on the type of administrative structure that had been put in place to handle it. Thus the better the implementation structure, the more likely the program will be effectively implemented.

The research findings had revealed that the administrative structure is imperative to the effectiveness in the implementation of the poverty intervention programme (LEAP). For instance, the study findings showed that unlike Ga South district which had better institutions, had good communication and cooperation among and between the implementing agencies and subunits, Savelugu which lacked proper coordination among the sub-units like the DLIC and the CLIC affected not only the delay in getting the cash to the beneficiaries but also the targeting process was equally affected, where some unqualified persons were selected for the programme. Based on this the study findings concludes by arguing that for an effective implementation of LEAP, administrative or implementing structure should be well established and there should be consistent coordination, communication and cooperation among the sub-units.

Finally, politics was also used by this study as another indicator to determine the level of effectiveness of the LEAP programme. This variable was informed by implementation theories as propounded by Bo Rothstein and Van Meter & Van Horn. In the view of Meter & Horn, the environment or external factors that are evident during the implementation of a programme can affect its effectiveness either positively or negatively. Thus they mention that the political conditions needs to be addressed in analysing the implementation of programme.

Politics is one of the most influential variables when it comes to the implementation of poverty reduction programmes in Ghana. A major finding from the study shows that as much as politics is inevitable in the implementation of poverty reduction programmes in Ghana, it did not have greater impact on the overall implementation of LEAP. Since politicians were not the main implementers of the programme. However, the role of politics was negative in one of the study areas, Savelugu district representing the North, which tended to have lower effectiveness in the program implementation.

### **7.2.2 Emerging Issues and Way Forward**

A number of outstanding issues emerged from data of the study, which is worth noting for implementation research and poverty reduction policies in general and safety nets programmes in particular especially in Ghana. The study established that the level of effective implementation of LEAP was dependent on the resource capacity (financial & human), administrative structure, and politics and target group behaviour. It went further to assume from the beginning of this study that there are vast difference in the level of success in implementation of programmes between the North and the South of Ghana. This was informed as a result of the gap in development, education, and health care, social amenities and among others that hitherto had existed between the North and the South, which in most situations had put the South in an advantage position. It was based on this North-South divide that the study assumed from the onset that, for instance, there would be adequate financial and human resources and better administrative structure for the implementation of LEAP in Ga South district since it was located in the South of Ghana than Savelugu district, which is located in the North. Below are some highlights of emerging issues from the study findings.

One major issue from the study findings is the fact that resource (financial & human) is a huge problem when it comes to implementing poverty reduction programmes in Ghana, which LEAP is a typical example. This confirms the findings of a similar study by Buabeng (2005) and Kipo (2010). It indicates that inadequate financial resource is a nation wide problem especially in the implementation of pro-poor

programmes, where funds are required to run them, and not regional (North-South) specific. However, it is prudent for me to mention that in times where the funds are readily available, it is mostly MDAs in the South that are able to access them quite faster than its counterpart in the North. Thus, the issue of proximity to the national capital (Accra) is also a contributing factor.

A further revelation that the study will highlight, is the fact that administrative structure, even though necessary for a successful implementation of a programme or policy, has a minimal impact on the differences that existed in the two study areas in the extent of effective implementation of LEAP.

Another emergent issue is the role of politics in the implementation of poverty reduction programmes in Ghana. Generally there is an assertion in Ghana that politics sometimes influence implementation of programmes negatively. Especially in situations where there are no clear specifications of its potential target groups. Thus, politicians tend to give political favours to its followers (foot soldiers) and even to other political party members to persuade them to solicit for their votes. The study findings had shown that implementation of LEAP especially in the South is relatively free from such undue politics due to its specified eligibility criteria and also the aim of the implementers to help assist the extremely poor in the communities. However the study findings had revealed that, some politicians in the North are rather influencing the implementation of LEAP negatively by using it for political campaign, which was not the original motive behind the inception of the LEAP. This finding is contrary to that of Buabeng (2005).

In short, the study argues that, poverty reduction programmes which do not have clear eligibility criteria are much more prone to undue political interference than those with clearer eligibility criteria. Also, if the target group are not well educated or ignorant about the aims and objectives of a programme at hand, it becomes much more easier for politicians to pursue their selfish interest by persuading them. Contrary to the notion that implementation of poverty reduction programmes has been ineffective, findings from the study is quite obvious that political will (government support) in terms of mobilizing funds, capacity building of implementers, scaling up of the

programme to other districts and among others has been huge which also helped in contributing to the impressive performance of the LEAP.

### **7.3 Contribution of the Study**

This study has made some interesting contributions to the implementation literatures and poverty reduction programmes in Ghana. The study brought to light the differences that exist in the implementation of poverty reduction programme (LEAP) in the North and the South, which indicates a shift from the national study that was conducted on LEAP as well as the impact evaluation study. Thus. It has drawn attention to the under covering factors that account for the extent of effective implementation of poverty reduction programme which are contributing reasons to the North-South divide in Ghana.

### **7.4 Conclusion of Thesis**

To sum up, this study set forth to explain the differences or similarities in the extent of effective implementation of LEAP in the South (Ga South municipality) and North (Savelugu district) of Ghana in terms of effective targeting, consistency of cash delivery to beneficiaries and ability of implementers linking beneficiaries to other complementary services like NHIS, etc. Using four factors, politics, resource capacity (financial & human), administrative structure and behaviour of target group as it premises. Although all these explanatory factors examined contributed to the level or extent of effective implementation of LEAP, the study identified three of the variables had a greater impact in contributing to the differences that existed between the extents of effective implementation of LEAP in the two study areas. These were, not in order of importance, human resource (staff), politics and target group behaviour. First, the findings of this study had concluded that the Southern implementers (Ga South municipality) had qualified and adequate staff as compared to the North implementers (Savelugu district). This implied that the, targeting of beneficiaries in the South was very fast and effective due to the fact implementers had better training and adequate staff. Second, it can be said that in the implementation of programmes in Ghana politics is inevitable. Meanwhile there should be assessment on the impact and extent of political influence on the programmes effectiveness. Therefore the study conclude



that, even though there were some level of political interferences in both study areas, the impact and influence of politics contributed negatively in the North as compared to the South, where it effected the targeting stage of enrolling unqualified beneficiaries. Third, the target group as in the South had more knowledge about the programme and also complied to the conditionalities more than its counterparts in the North. Meanwhile, financial resource and administrative structure were almost the same in both study areas. Since in both study areas inadequate funds was a huge problem that tended to affect the implementation especially in the area of paying the grants to the beneficiaries consistently (bi-monthly). And also both areas had the same implementing structure. However, the only difference that existed was the ineffectiveness of the CLIC in the North.

Based on these findings, I can say that, despite some few challenges identified by this study, like inadequate funds and among others, implementation of LEAP as far as effective targeting, consistency of beneficiary grants, abiding by conditionalities on LEAP and linkage to complementary services are concerned has been more effective in the Southern study area than the North.

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## **Appendix 1- Interview Guide**

### **Politics**

1. So far, do you encounter any external interference in the implementation of LEAP?
2. What is or are the source(s) of the influence?
3. In what way do they influence or interfere in the implementation process? can you tell me how does it affect the implementation of the programme?
4. What has been the performance of the government in the leap programme in your district?
5. What is the role of district politicians in the implementation of the leap?
6. What role does the Member of Parliament (MP) or the DCE or assembly men/women play in the implementation process of LEAP? Do you think is role is commendable, explain?
7. Does this role facilitate or impede the effective implementation of the leap in this district?
8. How does this role promote/impede the implementation process? Please, explain your answer.
9. How do the activities of assembly-members affect the implementation of LEAP?
10. How do the activities of political parties and their followers affect the implementation?

### **Administrative structure**

13. How is the implementation of the LEAP programme structured? Does the structure have any impact on the administration of the programme? In what way do the structure affect either positive or negative the implementation of the programme?
14. How does your district relate with the national level of the leap and other relevant actors?
15. What kind of co-operation, co-ordination and commitment take place between/among the various sub-units in the leap body? CORNCERNS YOU HAVE
16. Explain the strengths of the sub-units within your institution as far as leap implementation is concerned?
17. Any weaknesses you face in carrying out the programme, in terms of cash

payment, targeting and the like as far as the whole leap structure is concerned?

18. How would you describe the relationship among implementing agencies/officials? What is your collaboration and working coordination with other stakeholders? What impact does it have on the programme operation?
19. How effective are the structures and procedures in leap? do you think it needs adjustment
20. What are (is) the overall procedure(s) used in delivering of the cash to the beneficiaries?
21. What kind of discretion do you have in the operation of the programme as far as your relationship with the national level implementers is concerned? Does it have any effect on the administration of the LEAP programme?
22. In what ways do you ensure that targeting is done in an effective and efficient way, so as to error in the leap operations?

#### **RESOURCE CAPACITY**

23. Please what are the sources of financial resources for the implementation of LEAP?
24. How adequate or otherwise are the sources and
25. How does that affect the overall operations at the district level, in terms of effective targeting, administration work, cash payment to beneficiaries in time, regularly and in full amount?
26. How will you describe the financial strength of your district for the leap implementation?
27. How long does it take you get your funds from stakeholders?
28. As far as finance is concerned, what challenges do you encounter when it comes to getting cash to deliver to the beneficiaries?
29. Can you explain how both human resource and financial resource affect the implementation of the LEAP in your district?
30. How would you comment on human resource (staff) capacity in terms of training, experience, number and performance for the implementation of the LEAP at the district level?

## **Beneficiaries Questions**

1. Please what is LEAP?
2. How long have you been on the programme?
3. How many are you in the household?
4. Which category of persons is in your household?
5. What work do you do?
6. Why were you selected as a beneficiary of the leap programme?
7. What role did you play in the selection process? OR can you tell me the procedures you went through before you were selected?
8. What amount do you receive? Has there been any increase or reduction in the amount you receive?
9. How do you receive your cash grants or money?
10. Who communicates to you about payment and how are you notified?
11. How do they communicate to you for payment and any other thing?
12. What do you want to be done about it?
13. Are payments done on a regular basis and in time?
14. What explanations do you get about the delay?
15. When was the last time you received your cash?
16. Does delay of the cash affect you? In what way does it affect you?
17. What are the challenges you encounter when you have to receive your grant?
18. Have you had any issue of underpayment or overpayment? What reasons do you get for it? And is the difference reconciled?
19. Do you know about MTN mobile money? What is it? Where were you educated on how to use the mobile money? Will you say the education was helpful? Please explain.
20. Do you own a phone? Are you conversant with the type of phone you use?
21. What problems do you face using the phone or MTN mobile money to access your money?
22. Comparing the manual and the electronic payment (MTN mobile money), which one do you like best? Give your reasons.
23. As compared to the manual and electronic which one is fast in getting your money?
24. How convenient is the new electronic payment as compared to the manual



payment?

25. Can you explain how the leap implementers react towards you?
26. Do you have any problem with the officers of the programme? What are the problems?
27. Is the LEAP making any difference in your life?

#### Appendix 2 – LEAP Beneficiary ID



#### Appendix 3- Pictures of some beneficiaries form the North.



Appendix 4 – A representative from the Department of Social Welfare filling a form for a LEAP beneficiary during a Monitoring and Evaluation section on the programme



Appendix 4 – Pictures : Payment of LEAP grants to beneficiaries in Ga South Municipality



Appendix 5: A caregiver of an orphan counting her LEAP grants.



Appendix 6 : A physically challenged (disabled) person receiving his LEAP grants using the MTN mobile money



## Appendix 7: Informed Consent Letter

Cecilia Eshun  
Tel: Ghana 00233 249983197  
Norway: 0047 46727170  
Email: [ciabe2@yahoo.com](mailto:ciabe2@yahoo.com)  
Date:

TO WHOM IT MAY CONCERN

### REQUEST FOR AN INTERVIEW FOR MASTER THESIS

I am a master's student with the department of public administration at the University of Bergen, Norway and now working on the final thesis. the theme of the thesis is *Implementation of Social Protection Policies at the Local Level in Ghana: the Case of Livelihood Empowerment against Poverty Programme (LEAP)*. I am interested in exploring the factors that contribute to effective implementation of the LEAP programme.

To achieve this, I want to interview eleven (11) people in your noble outfit. Information sought will be about the factors that determine the effective implementation of the LEAP programme. The interview will take about an hour and time and place would be agreed upon. The interview will be a voluntary one and you have an option to opt out at any time. Also, information gathered will be treated confidentially, and no individuals will be recognized in the final task

Please you can contact my supervisor Steinar Askvik at the department of Administration and Organization Theory, University of Bergen on phone number 0047 55582474.

Sincerely,



Cecilia Eshun

Consent Statement: I have received written notification and willing to participate in the study



Signature of Respondent

Phone