Budget Monitoring for Economic Justice in Ghana
BUDGET MONITORING FOR ECONOMIC JUSTICE IN GHANA

1 Overview

Programme information

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<th>Promoting Economic Justice, Food Security and Agricultural Governance in Ghana</th>
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<td>Country</td>
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<tr>
<td>Budget</td>
<td>£4.7m</td>
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<td>Start Date</td>
<td>April 2016</td>
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<td>June 2020</td>
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<td>Projects Direct (Oxfam), Oxfam America, European Union Directorate-General for International Cooperation and Development (DG DEVCO)</td>
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Problem analysis

Ghana is often seen as a success story in West Africa, enjoying an average of more than five percent annual GDP growth since the restoration of multi-party democracy in 1992. The democratic transition to power of the leading opposition party in late 2016 has highlighted the country's stability; a factor which, alongside mineral wealth, has led to significant overseas investment. Capital inflows have spiked dramatically since the 2007 discovery of the Jubilee oil field, soaring from just under $145m in 2005 to nearly $3.2bn a decade later. Since November 2010, Ghana has been classified by the World Bank as a lower middle income country (LMIC).

These gains belie an underlying inequality, which has grown steadily with the country’s rising income. On a national level, the Gini coefficient for Ghana has risen from 37 in 1992 to 41 in 2013, and Ghana’s rising debt is expected to have a big impact on the country’s ability to invest in addressing inequality and poverty. At a regional level, growth and poverty reduction has been centred in the south, with the Upper West, Upper East and Northern Regions falling far behind, according to a recent UNICEF study on poverty and inequality.

The dry, northern savannah hosts a population largely dependent on agriculture for jobs, food and income. The region is subject to a range of external shocks including flooding and drought, often in the same season, and is increasingly experiencing climate change-related seasonal variations and soil degradation. Agriculture is underdeveloped, and is characterized by large-scale post-harvest losses and price fluctuations resulting from supply gluts; limited access to credit, savings and agricultural insurance; and limited property rights and resource access for women, who play a leading role in the agricultural labour force.

Brief programme description

Oxfam’s economic justice programme in Ghana has a strategic vision that runs from 2016 to 2020 and a projected budget of £4.7m. The programme seeks to support smallholder farmers, with a focus on the country’s northern communities and coastal fishing communities in the south, and is based on three core pillars: adaptation, risk reduction and gender equity; value chain and rural enterprise development; and policy framework, budget monitoring and private sector development.

Adaptation, risk reduction and gender equity

The programme is building smallholder farmers’ resilience by:

- Supporting activities that diversify production and adaptation to changing climate.
- Linking vulnerable groups to social safety net schemes.
- Promoting women’s ownership of assets and participation in decision making.

There is a strong focus on challenging established perceptions of gender roles by empowering families to become models of gender equity within their communities – utilizing the Gender Model Family methodology. The approach, developed by SEND (Social Enterprise Development Foundation) West Africa, has been used by agencies in Ghana and Sierra Leone to ‘sensitize and mobilize husbands to live equitably with their wives and to ensure that their boys and girls are given the same opportunities to develop their potential’.

Value chain and rural enterprise development

Oxfam is helping smallholder farmers – with a particular focus on women – to add value to their produce, effectively linking producers to potential markets and ensuring fair prices for their goods. Oxfam envisages the creation of viable, women-led enterprises with expanded access to new markets for their produce.

Policy framework, budget monitoring and private sector development

At a national level, Oxfam is supporting communities to hold to account the government and private sector actors for commitments on the use of Ghana’s growing wealth. The programme coordinates a nationwide campaign that enables community groups to monitor the use of government resources on development projects, and links grassroots voices to the policy process.
Promoting economic justice, food security, and agricultural governance in Ghana

1. EXISTING VULNERABILITIES FOR SMALLHOLDER FARMERS

- **Assets and Resources**
  - Weak land rights for women
  - Limited access to inputs/farm implements/processing equipment
  - High post-harvest losses
  - Declining soil fertility, limited organic manure production
  - No limited savings

- **External Shocks**
  - Changing rainfall...
  - Seasonal shifts...
  - Drought and flood...
  - Due to a changing climate

- **Opportunity and Support**
  - Limited extension support / access to innovation / information
  - Limited access to financial services including insurance processing equipment
  - Limited access to inputs/outputs markets
  - Remoteness/weak infrastructure
  - No/little public and private investment

- **Voice and Participation**
  - Limited skills and knowledge
  - Lack of voice/recognition
  - Weak association/federation
  - Lack of power to engage
  - Traditional practices versus doing business and building networks

2. STRATEGIES TO REMOVE/MITIGATE THESE VULNERABILITIES

- **Targeted Smallholders**
  - Adaptation, risk reduction and gender equity
  - Expanded market opportunities for smallholders and rural economy
  - Added value and local economic development

- **Policy, framework, budget monitoring and private sector investment**
  - Viable self-managed women small producers’ enterprises and farms

3. THE CREATION OF RESILIENT AND VIABLE AGRI-ENTERPRISES LED BY WOMEN AND OTHER SMALLHOLDER FARMERS WITH INCREASED QUANTITY AND QUALITY OF GOVERNMENT AND PRIVATE SECTOR INVESTMENT IN AGRICULTURE

- **Rural women’s economic leadership enhanced**
- **Diversified livelihood options and increased incomes**
- **Enhanced resilience and food security**
- **Voices of smallholders are heard and public and private investments benefit the poorest**
Achievements to date

Policy and influencing
Oxfam, its partners and the community groups in its network successfully lobbied the government of Ghana to prioritize agriculture for investment using its recent oil windfall. In 2014, the programme combined grassroots lobbying and high-level dialogue to secure $62m in oil money for agriculture, with specific allocations for smallholder farmers. To illustrate the scale of this investment, agriculture received just $2m from oil revenues in 2013.

Oxfam’s support of small-scale agriculture at a community level has gained recognition from the government of Ghana, which has brought the programme and its partners into national budgeting and strategy processes.

Working with local authorities on climate change adaptation
‘Climate change is a reality in Northern Ghana, people see how the seasons are changing, and the weather is becoming more extreme’, explains Mohammed-Anwar Sadat Adam, Oxfam’s Economic Justice Programme and Campaigns Manager. ‘We’ve done a lot to demystify climate change, and educate farmers and local authorities to help them adapt to the new reality.’

Oxfam and its partners have also had great success influencing policy and practice at a local level. The programme has demonstrated a range of climate adaptation practices which have been successfully integrated into local development plans, and have received resource allocations from local authorities.

Specific challenges
Linking direct implementation with advocacy
The programme continually seeks to link its operational components (on adaptation, risk reduction and gender equity; and value chain and rural enterprise development) with its national-level influencing work. While progress has been made, much still needs to be done to translate operational data into meaningful advocacy messages.

Lobbying work remains largely independent of the programme’s operational component. This is in part due to the success of established mechanisms for grassroots monitoring and advocacy. However, challenges remain to ensure adequate resourcing, and to identify areas where programmatic information can be used to influence policy.

The pace of change
Oxfam and its partners have worked hard to establish strong relationships with the government of Ghana, with major successes – but the pace of change has been slow. While large budgetary commitments have been secured, they have been the result of continuous advocacy work, and efforts to build on this success have proceeded at a glacial pace – a source of frustration for partners and communities.

In response, Oxfam has targeted its advocacy efforts using stakeholder mapping and power analysis to ensure the right messages are reaching the right people, and has built a broad-based network of partnerships to effect change.

Lessons learned

| Linking programme data with advocacy requires resourcing and planning. |
| Advocacy wins take time, and it is important to manage the expectations of partners and community groups. |
| Changes in government bring new faces, and can set back progress on advocacy. Where possible, ensure relationships exist with a range of political actors to minimize this dynamic. |
| Partners were committed to the programme objectives because each had an independent organizational commitment to the issues. Each partner brought its own area of strength – e.g. Peasant Farmers’ Association of Ghana (PFAG), the constituency; Women in Law and Development in Africa (WILDAF), the gender perspective; and the Africa Centre for Energy Policy (ACEP) and SEND, the advocacy and influencing and analysis skills. |
Partnerships

Oxfam in Ghana has engaged a wide network of partners in the programme, and has drawn together a coalition of 12 organizations with a diverse range of skills and competencies. The programme works with four community-based organizations (CBOs) to deliver its operational component, strengthening ties with communities and ensuring local voices are heard in programming and national dialogue.

In its advocacy component, Oxfam has assembled eight partners, each with distinct profiles and expertise. Specifically, Oxfam is working with a range of constituency-based groups, representing women, farmers and fishing communities. It also partners with groups and institutions with specific technical expertise in areas including land rights, trade, livelihoods, women’s rights, agriculture and energy.

Oxfam is a genuine partner of the organizations it supports, rather than being a manager. It adds value in fundraising, technical capacity building in specific areas (for example documentation or tool development), and using its global brand to lend weight to partners’ own influencing efforts. Oxfam is a convener and facilitator, making links between each group, and drawing on specific technical knowledge for its own programming and advocacy.

Links with other Oxfam programmes

Ghana is a focus country for the GROW campaign in West Africa, alongside Nigeria, Burkina Faso and Niger. The campaign – which draws together work on agricultural investment, food and climate justice, land rights, support for small-scale farming and challenging the private sector – has been a great influence on the programme’s approach to grassroots advocacy. Participation in the campaign has also been instrumental in harnessing support from Oxfam teams around the region and beyond. For example, the programme teamed up with Oxfam America to focus on the US’s aid effectiveness, which led to the publication of research and a meeting with US government representatives in Ghana to discuss the findings.

Ghana is also part of Oxfam’s global Even It Up campaign to tackle inequality, as well as one of the countries implementing the programme Fiscal Accountability for Inequality Reduction (F.A.I.R) – Even It Up. This programme tackles inequality by empowering citizens to push governments so that revenue and spending policies benefit the many, not the few.
Budget monitoring and digital advocacy

A framework for grassroots monitoring

‘Whenever the river overflows its banks, economic activity comes to a standstill’, says Nana Kobina Donkor, Chief of Agona Nkran. ‘We were extremely happy when the bridge was constructed.’ He was, however, surprised when the bridge, on the Agona Nsaa–Agona Nkran feeder road, appeared in a 2013 project list for the region, as construction had been finalized in 2011. Where was the money for the ‘new’ bridge going?

The story above provides one example of the types of questions that this programme is supporting communities to ask and get answers to. The oil boom has brought with it significant investment in agriculture, and supports the government’s pledge under the 2003 Maputo Declaration – reaffirmed at the 2014 AU Summit in Malabo – to drive 10 percent of GDP into the sector. While investment targets are impressive, the reality of oil-funded development projects can be underwhelming, as delays, diversion and poor quality delivery are commonplace.

Oxfam is supporting communities to hold their government accountable through participatory monitoring of agricultural infrastructure projects, input subsidy and services such as research, innovation and extension services. The programme shares information, for example budgets, goals, deliverables and timeframe, on planned government interventions to enable citizens and journalists to evaluate impact for themselves.

The results of monitoring are fed back through Oxfam’s partners to be raised on media platforms, in meetings with government officials, and in formal feedback on the national planning and budgeting process.

OilMoneyTV

To ensure that the stories being uncovered under the programme reach as wide an audience as possible, Oxfam and its partner, the African Centre for Energy Policy, launched OilMoneyTV, a collection of YouTube videos documenting case studies from the project. While well-produced and engaging, the videos are yet to gather more than a few hundred views each. In response, the programme is working with higher education institutions to raise awareness of the videos and is planning for a formal channel launch to take place during 2017.

What’s next?

In the next four years, the programme will build on and continue its focus on the following:

• Tracking agricultural investment and climate change adaptation finance flows to smallholder producers.

• Working collaboratively and innovatively with the private sector, smallholder farmers and government and other key stakeholders to address barriers to women’s economic empowerment in three agriculture value chains (cocoa, shea butter and sorghum).

In addition, the programme will explore work to complement the existing focus on smallholder farmers through:

• Promoting sustainable renewable energy for women and smallholder farmers. The current programme includes a pilot initiative which is supporting ‘clean cook’ stoves enterprise run by women. The pilot also utilizes solar technology to power a health clinic, school, households and irrigation for dry-season farming, which has the potential to open up a whole extra farming season for women and men small-scale producers. Oxfam will build on this pilot in the coming years and has submitted a proposal to work on this as part of a multi-country programme.

• Protecting fisheries livelihoods along the coast of Ghana. The coast of Ghana hosts a population largely dependent on fish and fishery resources for jobs, food and income. However, the fisheries sub-sector is faced with challenges of overfishing and unsustainable fishing practices (also known as illegal, unreported and unregulated fishing (IUU)), weak capacity for monitoring and enforcing relevant laws, and lack of secure tenure rights and grievances mechanisms. The absence of alternative livelihoods for smallholder fishers leads to continued pressure on the fishery resources and lack of incentives to reduce illegal and unsustainable practices. The programme will work with communities that are already part of the budget monitoring work, as well as expand to reach new fishing communities, to support their ability to advocate and hold decision makers to account on these issues.

Working with new stakeholders

With the transition of power in December 2016, new faces are taking up positions in key ministries and local authorities across Ghana. Oxfam and its partners will work to build new relationships, consolidate existing networks and ensure commitments made by the previous government are carried through.
Additionally, the programme will seek to seize on opportunities offered by an increasing trend towards budget decentralization, under which greater power will be held by local authorities. We envisage that policy, budgeting and monitoring at a local level will be an increasingly important component of the programme in the coming years.

**Working with technology**
In an increasingly fast-paced media environment, Oxfam and its partners will look to new methods of monitoring government expenditure and communicating outcomes in ways that have maximum reach and impact. Options for real-time evidence gathering, building upon learning from OilMoneyTV, are being explored.

**Gender sensitive budgeting**
Oxfam is seeking ways to better integrate operational and influencing elements of its programming in Ghana. National budgets will need to be responsive to the specific needs of women and girls, and all actors must recognize the role that women and girls play in the country’s agricultural development.

For further information about this programme:
[www.oxfam.org.uk/agricultural-governance](http://www.oxfam.org.uk/agricultural-governance)
Budget Monitoring for Economic Justice in Ghana

Notes

1 Previous phases of the work started in 2012.


6 Ibid.


8 Ibid.


11 OilMoneyTV. http://oilmoneytv.org/