

## Spotlight Series on the State of Service Delivery in Education, Health, Rural Water and Security in Shama District

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### INTRODUCTION

Improvement in public service delivery outcomes tend to benefit poor people more and is considered the responsibility of governments (World Development Report, 2004).<sup>1</sup> In Ghana, like most developing countries, the government continues to be a major service provider in education, health, security, sanitation, among others. The major responsibility of government in providing public goods is to ensure quality, equity and efficiency. Decentralized service delivery has become the main vehicle to bolster efficiency and responsiveness in the delivery of social services or public goods (Robinson, 2007).<sup>2</sup>

Ghana's decentralization policy allows the transfer of a great deal of responsibility and resources for the delivery of social services to District Assemblies. Under the decentralized system of local government, Metropolitan, Municipal and District Assemblies (MMDAs) are largely responsible for improving the quality of life of their citizens through the effective delivery of public services such as education, health, water and security. The scope of functions performed by the MMDAs make them very relevant for promoting human development as well as contributing to the achievement of the Sustainable Development Goals (SDGs)<sup>3</sup> at the district level.

This edition of *I Am Aware Spotlight Series* provides a snapshot of the progress made and setbacks experienced in the provision of education, health, rural water and security services in the Shama district of the Western Region between the year 2014 to 2016. In this issue, we use evidence from the *I Am Aware* data to assess the extent of service delivery in the district to measure how it performed, particularly within its Medium Term Development Plan (MTDP) (2014 – 2017).

### DISTRICT PROFILE

The Shama district was carved out of Shama-Ahanta East Metropolitan District of the Western Region in 2007. It has an estimated population of 90,981<sup>4</sup> with 72.3% falling between 18-64 years. In its Medium Term Development Plan (MTDP) (2014-2017), the district prioritized investment in the provision of basic social services with the aim of promoting access and quality services in education, health, water and security services.

Shama district is one of the project districts under the Ghana Center for Democratic Development's (CDD-Ghana) flagship social accountability project dubbed: I Am Aware (IAA). The IAA project provides

<sup>1</sup> World Development Report (2004). Making services work for the poor. World Bank & Oxford Press: Washington DC, USA.

<sup>2</sup> Robinson, M. (2007). Introduction: decentralising service delivery? Evidence and policy implication, *IDS Bulletins* 38(1), 1-28.

<sup>3</sup> The Sustainable Development Goals represent a new global agenda (2015-2030) that seeks to eradicate extreme poverty and promote total inclusiveness in the course of promoting sustainable development along economic, social and environment means.

<sup>4</sup> Composite Budget for Shama district for 2016 Fiscal Year

information on the state of social service delivery across all districts in Ghana to enable citizens hold their duty bearers accountable. Additionally, it seeks to highlight gaps and progress in service delivery with the aim of promoting responsiveness, and evidence-driven policy making.

## THE FINDINGS IN BRIEF

- Shama district recorded marginal improvement in the quality of life of its people (using the District League Table (DLT)<sup>5</sup> scores as a measure of wellbeing).  
The DLT scores for Shama improved from 58 points in 2014 to 63.4 points in 2017. The improvement in the scores was mainly driven by:
  - Improvement in the percentage of skilled delivery
  - Increase in rural water coverage
- Notwithstanding, the district dropped by 18 points from its initial rank of 116th in 2014 to 134th in 2017 out of a total of 216 districts. The main indicators accounting for the decline include:
  - Worsened Basic Education Certificate Examination (BECE) results
  - Decreased police per population ratio

## FOCUS ON SERVICE DELIVERY IN FOUR KEY SECTORS

The following sections provide a detailed account of identified gaps and progress made in service delivery in four sectors: education, health, rural water and security. Under the education sector, we examine the provision of school furniture and textbooks, pupils per trained teacher ratio and Basic Education Certificate Examination (BECE) pass rate in Mathematics, English and Science for Junior High Schools (JHS). Health service delivery focuses on the rate of skilled delivery in the district as compared to regional and national averages over time. The section on rural water coverage provides an overview of the percentage of rural population who have access to safe water. Lastly, the focus on the security sector examines the police to population ratio in the district.

## EDUCATION SERVICE DELIVERY

The Educational for All programme (2000- 2015) and the Sustainable Development Goals (SDG) 4 underscore the essence of providing quality education. Effective learning and quality learning outcomes depend, to a large extent, on the availability of infrastructure, education inputs and quality instructions by well-trained or qualified teachers (World Bank, 2004; UNESCO, 2016).<sup>6</sup> Shama district prioritized the promotion of access to facilities, good pupils per teacher ratio within its 2014 – 2017 MTDP as means of promoting quality education .

### Provision of core textbooks and supply of furniture

The supply of core textbooks for Junior High School (JHS) pupils in the district declined consistently over two academic years (2014 – 2016). Access to Mathematics, English and Science textbooks for JHS' in the district decreased from 80% in 2014/15 academic year to 60% in 2016/17 academic year (see Figure 1).

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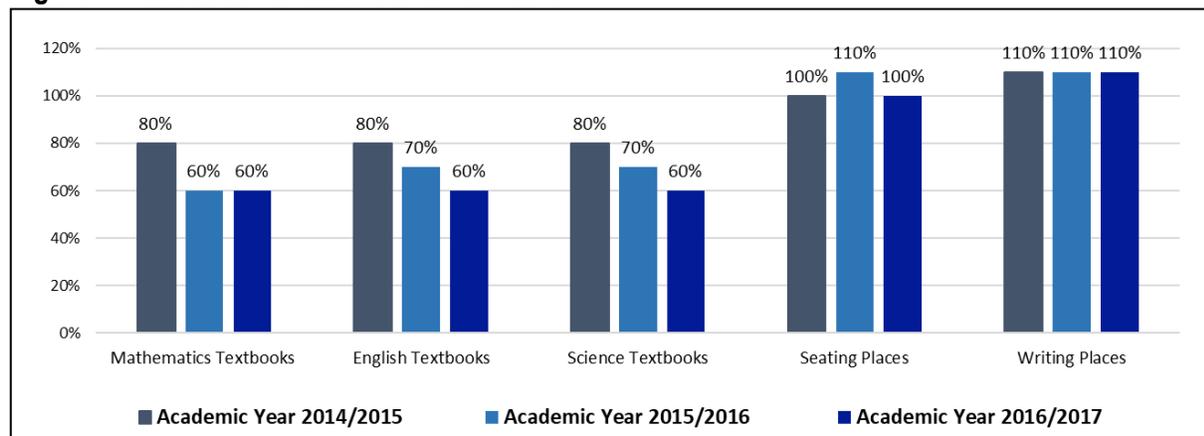
<sup>5</sup> The District League Table (DLT) is a simple ranking tool of the level of development in each of Ghana's 216 Districts. Read more about DLT from <http://iamawareghana.com/index.php?id=71>

<sup>6</sup> See <http://uis.unesco.org/en/files/fs39-world-needs-almost-69-million-new-teachers-reach-2030-education-goals-2016-en-pdf>

This means that, four (4) in every 10 JHS pupils in the district did not have full access to Mathematics, English and Science textbooks for class work and home assignments.

The provision of seating and writing places, however, remained adequate and fairly stable within the same period. Thus, between 2014/15 and 2016/17 academic years, the supply of seating places and writing places ranged between 100% to 110%; an indication that in some academic years, there was more than the required number of seating or writing places (see Figure 1).

**Figure 1. Access to Textbooks and Furniture**



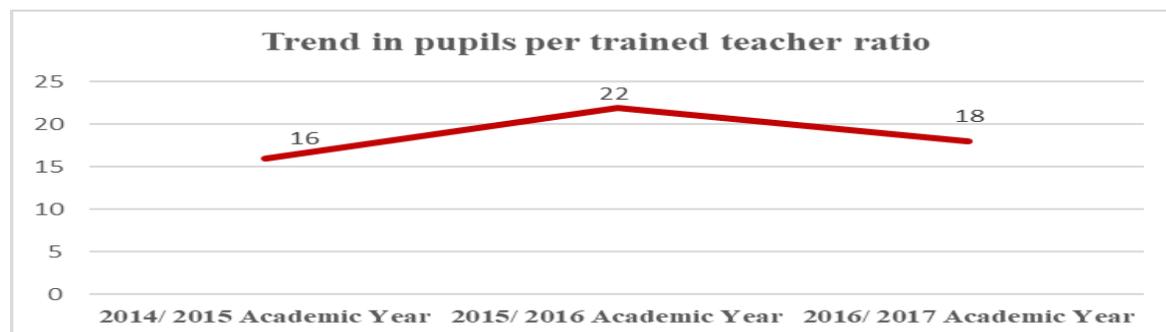
**Source:** Authors' construction from EMIS (Ministry of Education 2014-2016). Retrieved from [www.iamawareghana.com](http://www.iamawareghana.com)

### **Pupils to Trained Teacher Ratio (PTTR)**

Pupils to teacher ratio measures the number of pupils per every single teacher (EFA, 2015). Availability of trained teachers/teaching force is a necessary factor in promoting quality education. Thus, a low ratio of pupils per trained teacher is preferable because it gives pupils relatively easier access to teachers and effective supervision of pupils by teachers.

In the Shama district, pupils to trained teacher ratio increased to 18:1 in 2016/2017 academic year from 16:1 in 2014/2015 academic year. In spite of the marginal increase, 18 pupils per trained teacher suggests that pupils' access to trained teachers is relatively easier since there are fewer pupils per trained teacher. Figure 2 provides illustration for pupils per trained teacher ratio in Shama district.

**Figure 2: Trend in Pupils per Trained Teacher Ratio**



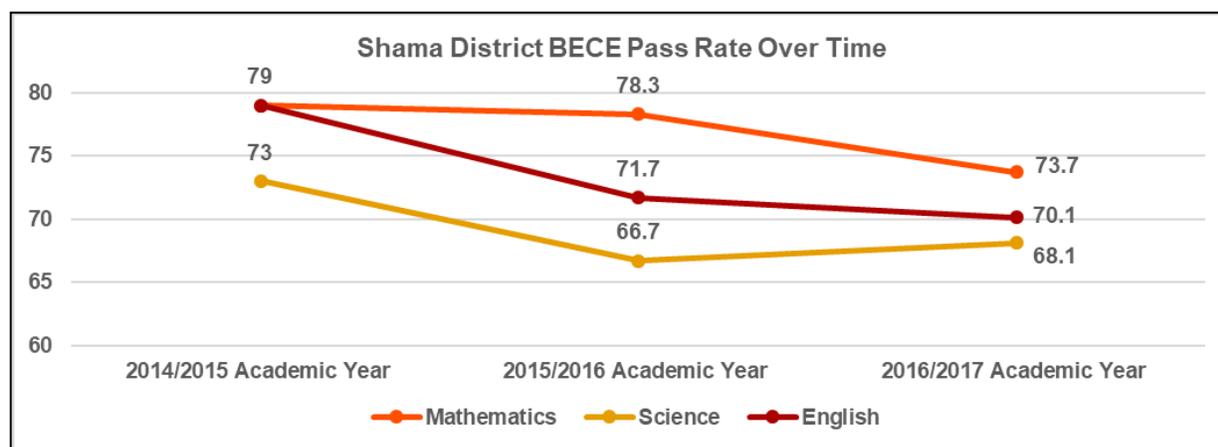
**Source:** Authors' construction from EMIS (Ministry of Education 2014-2016). Retrieved from [www.iamawareghana.com](http://www.iamawareghana.com)

### Pass Rate in Three Core BECE Subjects

The district's BECE pass rate in Mathematics, Science and English declined consistently between 2014/15 and 2016/17 academic years. The average pass rate in the English subject declined from 79% in 2014/2015 academic year to 70.1% in 2016/17 academic year representing a drop of 8.9%. Similarly, the pass rate in Mathematics reduced by 5.3% (from 79% in 2014/15 to 73.7 in 2016/17 academic years). BECE pass rate in Science which was already relatively low declined further by 4.9% from 73% in 2014/2015 to 68.1% in 2016/17. (see Figure 3). In simple terms, almost three (3) in every 10 pupils in Shama district fail English, Mathematics or Science subject.

As at 2016, the district's BECE pass rate in Mathematics, Science and English was below the national average.<sup>7</sup> The decline in the BECE pass rate in the district suggests that the percentage of JHS pupils with the chance of progressing to public Senior High Schools (SHSs) reduced- since BECE pass rate indicates admissibility into Senior High School in Ghana.

**Figure 3: Trend in BECE Pass Rate in Shama District**



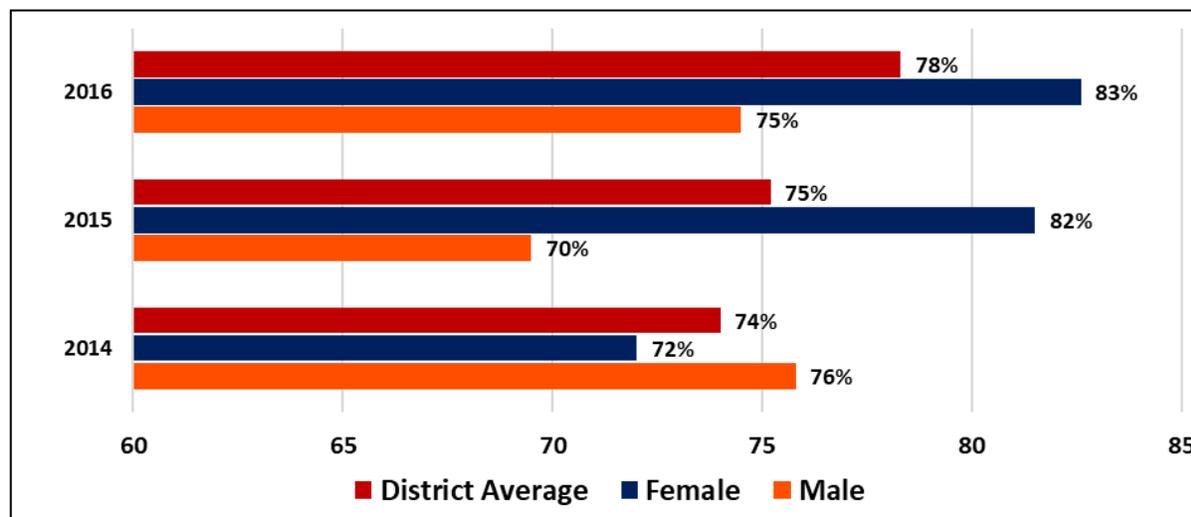
Source: Authors' construction from EMIS (Ministry of Education 2014-2016). Retrieved from [www.iamawareghana.com](http://www.iamawareghana.com)

### Junior High School (JHS) Completion Rate

The JHS completion rate in the district improved marginally between 2014/15 and 2016/17 academic years. Thus, the completion rate increased to 78.3% in 2016 from 74% in 2014 representing 4.3% increase.

<sup>7</sup> In 2016, the national BECE Pass rate for Math stood at 78%; English at 77% and Science 78%. See [www.iamawareghana.com](http://www.iamawareghana.com) for more information on education indicators.

Figure 4: Trend in JHS Completion Rate in Shama



Source: Authors' construction from EMIS (Ministry of Education 2014-2016). Retrieved from [www.iamawareghana.com](http://www.iamawareghana.com)

Notably, the completion rate for females in the district increased significantly from 72% in 2014 to 83% in 2016 representing 11% net improvement. The male completion rate, on the other hand, declined marginally to 75% in 2016/17 from 76% in 2014/15. Figure 4 illustrates the JHS completion rate in Shama district.

### HEALTH SERVICE

Reducing maternal mortality has remained a global and national health priority for decades. Both major global health policies, that is Millennium Development Goals (MDG 5) and Sustainable Development Goals (SDG 3.1), have underscored the need to reduce the maternal mortality ratio. Again, it remained one of the key health priorities in Ghana's National Health Sector Medium Term Development Plan (2014-2017).<sup>8</sup>

One of the critical indicators for reducing maternal mortality is the availability of skilled birth attendants to attend to the delivery of newborns during childbirth.<sup>9</sup> The World Health Organisation (WHO) put the minimum acceptable rate of skilled delivery at 80 percent (World Health Organisation 2015, cited in Apanga & Awoonor-Williams 2017, p.1057).<sup>10</sup>

### Skilled delivery in Shama

The percentage of skilled delivery in the district declined consistently from 69.4% in 2014 to 59.3% in 2016 representing a drop of 10.1% over time (See Figure 6). This suggests that about two in every five (40.7%) deliveries were not attended by skilled birth attendants. The percentage of skilled deliveries in the district remained significantly below the global target of 80% but little above the regional and national averages as of 2016 (see Figure 6). Consequently, within the same period (2014 – 2016), maternal mortality ratio in the district increased significantly from zero (0) to 86.<sup>11</sup>

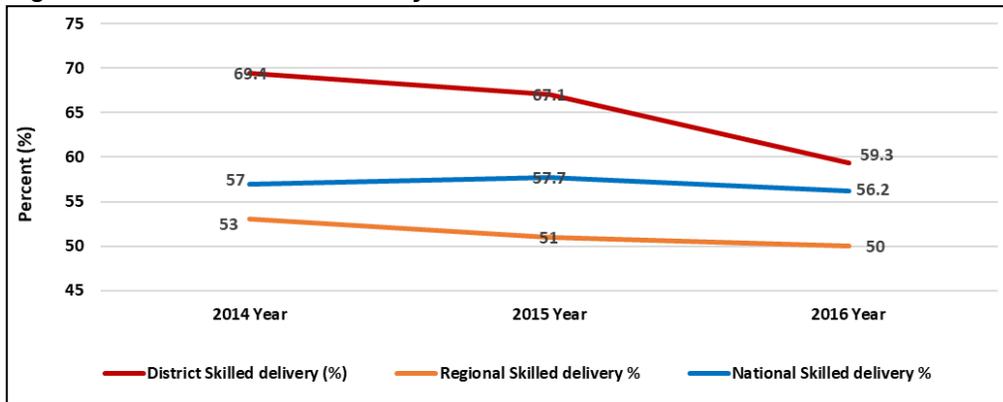
<sup>8</sup> Ministry of Health (2014). National Health Sector Medium Term Development Plan (2014-2017), Accra: Powerhaus Media Concepts

<sup>9</sup> See <https://data.unicef.org/topic/maternal-health/delivery-care/e>

<sup>10</sup> Apanga, P. A & Awoonor-Williams J. K (2017). Improving Skilled Birth Attendance in Ghana: An Evidence-Based Policy Brief, *Journal of Health Care for the Poor and Underserved*, 28(3), p.1056-1065

<sup>11</sup> See Ghana Health Service data on Shama district, 2014-2016 on [www.iamawareghana.com](http://www.iamawareghana.com)

**Figure 6: Trend in Skilled Delivery**



**Source:** Authors' construction from Ghana Health Service Annual Report 2016 for regional and national averages, for district level data from [www.iamawareghana.com](http://www.iamawareghana.com)

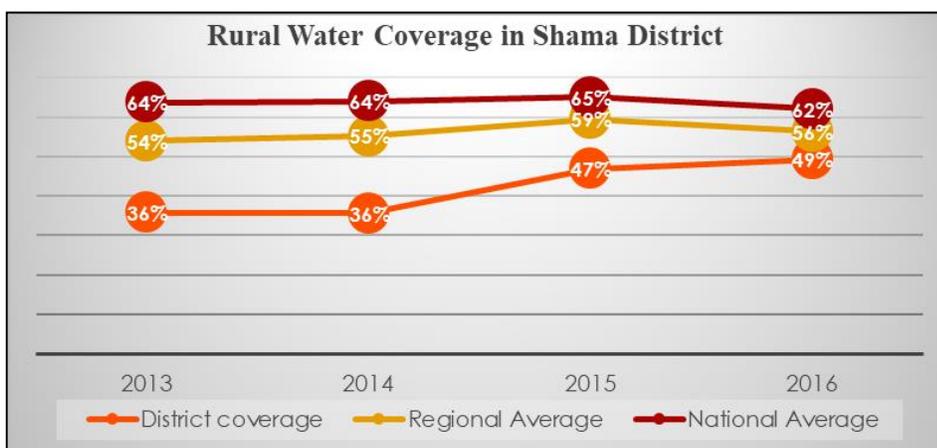
### RURAL WATER COVERAGE

The effect of inefficient water service provision or lack thereof, is hugely borne by the poor in society (World Bank, 2004). To improve water service provision, the government of Ghana developed the National Water Sector Strategic Development Plan (NWSSDP) which lays out the systematic steps to provide safe water to all Ghanaians by 2025. According to the plan, rural and small towns' water coverage is expected to increase from 59% in 2009 to 76% in 2015. In Ghana, the MMDAs are directly responsible for the implementation of small town and rural water supply in their districts with the support of Community Water and Sanitation Agency (CWSA) (ibid). Therefore, in Shama district, the primary responsibility of providing safe water rests with the District Assembly.

#### Access to safe water in Shama

The district significantly increased access to safe water for its rural population. Between 2013 and 2016, the rural population with access to safe water in Shama district increased by 13% (from 36% in 2013 to 49% in 2016). However, more than half of the rural population in the district representing 50.88% do not have access to safe water. By comparison, the rural water coverage for the district is significantly below the regional and national averages (see figure 5).

**Figure 5: Rural Water Coverage in Shama District**



**Source:** Authors construction CWSA (Community Water and Sanitation Agency 2014-2016). Retrieved from [www.iamawareghana.com](http://www.iamawareghana.com)

## SECURITY

The number of police personnel per civilian population is a strong measure of safety or security of citizens, though not a sufficient indicator for personal security. According to the United Nations (UN), a minimum standard of one police personnel to 500 citizens is required to ensure security or basic law and order within the state. Ghana, generally, has a low police to population ratio with very high inter- district variations. In 2016, the average national police/ population ratio stood at 1:1343. While Banda district (in Brong Ahafo region) had the highest police to population ratio of 1:170, Afigya Kwabre district (of the Ashanti Region) had lowest police to population ratio of 1:7228.

### Police to population ratio in Shama District

Shama district has a high police to population ratio (PPR) of about 1:1444 as at 2016 (see table 1). This suggests that one (1) police officer is responsible for about 1,444 people in the district which is more than twice the UN required ratio of 1:500 people.

Interestingly, while the number of people in the district increased rapidly from 2014 to 2016, the number of police personnel in the district rather declined in the same period leading to a drastic increase in the police to population ratio. The low number of police personnel, coupled with the poorly resourced police administration in the country<sup>12</sup> means there is a relatively high risk of personal security in the district.

**Table 1: Police per population ratio in Shama**

Year	No. of police in Shama District [A]	2016 GSS Population Figures [B]	Police to population ratio in the district [=B/A]
2014	86	89,100	1,036
2015	68	95,894	1,410
2016	85	98,166	1,444
Change Over time	-1		-408

**Source: Authors construction from Ghana Police Service, 2014-2016. Retrieved from [www.iamawareghana.com](http://www.iamawareghana.com)**

In Ghana, local authorities remain fundamental to ensuring basic law and order within their jurisdictions through the District Security Council (DISEC). The supply of police personnel remains the responsibility of the national government, however, availability of facilities for police personnel remains a key option to districts for attracting and retaining police personnel.

<sup>12</sup> The Inspector General of Police, Mr. David Asante-Apeatu admits that the police are poorly resourced to effectively carry out their duties of protecting lives and property. See <http://www.pulse.com.gh/news/lapaz-police-shooting-igp-admits-police-officers-are-poorly-equipped-id6996282.html>

## GOING FORWARD

There are high prospects of improving the quality of service delivery under Ghana's current decentralized system of government. However, these can only be achieved through deliberate policies aimed at empowering citizens to hold duty bearers accountable while enhancing the capacity of civil servants and/or service providers to be more responsive to the demands of citizens. Thus, to ensure improved service delivery, we recommend the following institutional and policy measures:

- Enhance more transparency in service delivery data at the district level. Service delivery data (usually aggregated at district/regional/national level) should be disaggregated to community and or facility level to enhance citizen's understanding and facilitate community level mobilization or advocacy for improved service delivery. Disaggregated community level service delivery data more likely to be relatable and understandable to community members. Hence, relatively easier to mobilize citizens, to demand quality services.
- Deepen decentralization to improve accountability of the District Assembly in service provision. There should be more space for citizens to participate in the governance processes especially, in the development planning and budgeting processes of the district. Additionally, citizens should be educated on the accountability structures at the local level so that they can take advantage of them.
- Deepen inter-sectoral collaboration to improve service delivery accountability among civil servants at the local level. The District Planning and Coordinating Unit should be strengthened in the use of evidence-based planning and monitoring to identify and respond to gaps in service delivery.

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