

**UNIVERSITY OF GHANA**

**COLLEGE OF HUMANITIES, BUSINESS SCHOOL**

**SOCIAL PROTECTION AND CITIZENSHIP IN GHANA: A CASE ON  
LIVELIHOOD EMPOWERMENT AGAINST POVERTY (LEAP) AND  
NATIONAL HEALTH INSURANCE SCHEME (NHIS) IN THE CHEREPONI  
DISTRICT OF THE NORTHERN REGION**

**BY**

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MPHIL PUBLIC ADMINISTRATION DEGREE**

**JULY, 2018**

**DECLARATION**

I, MOHAMMED SHAMSUDEEN BAWA, hereby assert that this thesis is the outcome of my personal research and has not been presented by anyone for any academic award in this university or any other university. References through which information was sourced for this work are duly acknowledged. I, therefore, accept the responsibility for any shortcomings.

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**CERTIFICATION**

I hereby endorse that this thesis was done under my supervision in accordance with the laid down procedures of the University of Ghana.

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.....

**DTAE**

## **DEDICATION**

I dedicate this thesis to my family: my lovely and caring mothers; Zainab and Amama, my dad Mr. Bawa Issah, my lovely brothers and sisters, and to my dear wife for their prayers, support, and words of encouragement to ensure the successful completion of this thesis towards the attainment of yet another milestone in my academic pursuit.

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## LIST OF ABBREVIATIONS

LEAP	Livelihood Empowerment against Poverty
NHIS	National Health Insurance Scheme
NHIA	National Health Insurance Authority
UN	United Nations
ESCAP	Economic and Social Commission for Asia and the Pacific
AusAID	Australian Aid
OVC	Orphan and Vulnerable Children
GSS	Ghana Statistical Service
UNRISD	United Nations Research Institute for Development
SSNIT	Social Security and National Insurance Trust
MDGs	Millennium Development Goals
GSFP	Ghana School Feeding Programme
GPRS	Growth and Poverty Reduction Strategy
NSPS	National Social Protection Strategy
CCT	Conditional Cash Transfer
DFID	Department for International Development
MGCSP	Ministry of Gender, Children and Social Protection
DLIC	District LEAP Implementation Committee
NGO	Non-Governmental Organization
CLIC	Community LEAP Implementation Committee
WHO	World Health Organization
UNDP	United Nations Development Programme
HSCT	Harmonized Social Cash Transfer
EPRI	Economic Policy Research Institute
PASGR	Partnership for African Social and Governance Research
EI	Executive Instrument
Sq. Km	Square Kilometers
BNI	Bureau of National Investigation

## **ABSTRACT**

Citizenship recognition and belongingness are vital to the establishment of social cooperation and maintaining a cohesive state-citizen relationship. There is no doubt that the establishment and sustainability of a cordial state-citizen relationship are required for the development of states. Over the years, several social protection interventions have been embarked on in Ghana but, with limited focus on poverty alleviation to the neglect of other equally important intangible benefits they might possess. This current study explored social protection and citizenship using LEAP and NHIS to ascertain the various ways by which they help establish a cordial state-citizen relationship and create inclusive spaces for the vulnerable to participate both at the state and local levels. The study adopted a purely qualitative approach with primary data collected through in-depth interviews. Respondents composed of thirty LEAP and NHIS beneficiaries, one social welfare officer and two focal persons in the Chereponi District. Findings revealed that beneficiaries' participation came in three ways; social, economic, and political. The interventions also served as avenues for beneficiaries' reintegration into community life without fear of stigmatization and intimidation. Also, cordial state-citizen relationship is established through various sensitization programmes organized for beneficiaries. The issuance of identification cards also served as a contractual agreement between the state and the vulnerable. Challenges such as delayed payment, lack of appropriate monitoring and engagement with beneficiaries by the social welfare department and focal persons due to lack of funds and logistics, and the difficulty in getting the appropriate means of transportation in accessing health care hindered the sustainability of social cooperation.

Nonetheless, the provision of a cash grant and health packages to the vulnerable was found to be very much appreciated and desired, particularly their effectiveness towards the elimination of financial barriers to accessing healthcare services and the ability of beneficiaries to utilize the LEAP grant to undertake some economic ventures. Also, the enhancement of their participation in social activities was found to be very crucial in establishing and sustaining positive beneficiary-community relations, state-society relation and beneficiaries' participation and involvement at the local level.

## CHAPTER ONE

### 1.0 Introduction

Globally, the concept of social protection in the field of public administration is regarded as a major public policy intervention of the redistributive policy typology. Social protection has grown to be widely recognized as an essential element and policy framework in development across many developing countries as a way of confronting the malaise of extreme poverty and vulnerability. Social protection has earned a place in both social and economic development strategies across several nations and development organizations (Barrientos and Hulme, 2008).

Recent statistics attest to the fact that, social protection has actually taken a wider dimension in regards to its acceptability and implementation. According to the World Bank (2016) assertion, more than twenty-three (23) low and middle-income countries have attained comprehensive social protection schemes whilst above hundred other countries are scaling-up their social protection interventions and pursuing extensions to new population groups. This increased demand and relevance of social protection programmes could partly be due to the numerous social, economic, political, and environmental challenges witnessed across several developing nations in this twenty-first century coupled with the world's financial crises and the impact of climate change on both fuel and food production (de Haan, 2011; McCord, 2010), making various governments seeking to ease these situations encountered by citizens within the bottom of income distribution through increased economic prospects and improved social protections (UN/ESCAP, 2015).

Thus, social protection is seen as an approach for governments to help the poor and vulnerable citizens better and enjoy more decent lives by helping them cope with the numerous challenges they encounter.

Development scholars have highlighted the need for social protection as an effective tool in the fight towards reducing the malaise of poverty through improvements in education, health, reducing inequality, and fulfilling the needs of the poor, vulnerable, and marginalized in society (Slater, 2011; Bared, Chirwa, McIntosh, & Ozler, 2009; Samson, 2006). These scholars are of the view that, the poor and vulnerable in society must be regarded and recognized in attempts to attaining the intended objectives of developmental priorities of government so as to, attain sustainable development pathways through the adoption of more inclusive approaches. This can be achieved by way of creating the avenues through which citizens depict how they relate to the state.

The like of scholars such as Roberts (2012), and Dean (2010) have argued that social protection policies are major sources of fundamental state-citizen relationship which inexorably affects the quality of citizenship. That, citizens through social protection can depict how they relate to the state and is similarly recognized widely as an effective crisis mechanism (AusAID, 2012). Significantly, social protection is an approach that can play fundamental roles in creating more inclusive and sustainable development pathways through liberating people from fear of poverty and deprivation, and also help break the inter-generational cycles of poverty (Oduro, 2015; Barrientos, 2011). Social protection also continues to feature prominently on the policy agenda of many governments and international development agencies towards alleviating the harsh conditions of poverty

among the citizenry and providing the means through which the poor can participate in society economically, politically and socially (Ulriksen and Plageron, 2014).

This comes in the form of collaboration between governments and donors or development partners (Dinbabo, 2011; Samson, 2009; Britto, 2006).

Also, Adjasi and Osei (2007) have argued that poverty in most developing nations is a rural phenomenon where the majority of social protection interventions target population who live and have historically remained more or less excluded from accessing basic social service provisions (Adato, 2000). The argument is based on the fundamental fact that, the poor also form part of the citizenry and are therefore key to the development agenda of every nation. If citizens of a nation such as Ghana feel respected and recognized by the state, they will put up their utmost best and contribute in their own ways to the advancement of development priorities. Therefore, the exclusion of citizens particularly, the rural poor and vulnerable from state distribution of social services makes them feel betrayed and neglected by the state whom they regard as trustees of their welfare, privileges, and entitlements to such basic social services, thereby affecting the quality of state-citizen relationship and also, the states' political legitimacy. This resonates with Kabeer's (2005) assertion that, excluding some groups in society from accessing basic social services contributes to relegating their citizenship statuses to 'lesser citizens' or 'non-citizens'.

Social protection programmes should therefore be analyzed from the rights-based perspective, which argues that, the provision of social services should be a matter of privileges to which beneficiaries should be obliged to demand from the state and not be seen as "beggars" or dependents since the primary goal of providing such social services

is towards strengthening and safeguarding the rights of the indigents and their families (Bryant, 2009; Künnemann & Leonhard, 2008).

Social protection interventions come in various forms. But for the purpose of this study, the focus is on the horizontal dimension, which requires guaranteeing access to essential health and basic income security manifested in Ghana's implementation of the National Health Insurance Scheme (NHIS) and the Livelihood Empowerment against Poverty (LEAP). The NHIS and LEAP interventions are two inter-related public policy objectives in the fight against poverty alleviation among the poor and vulnerable groups.

Ferreira and Robalino (2010) have indicated that governments allocate cash transfers to households for two basic reasons of managing risk, and reducing poverty and that, the two reasons are inter-related objectives inevitably achieved through distinct approaches. As part of the conditionality's of the LEAP programme in Ghana, beneficiaries are required to enroll unto the NHIS particularly, enrollment for the orphan and vulnerable children (OVC) which gives them access to health care at accredited service providers. The effectiveness of NHIS as a social protection policy framework in poverty alleviation has been described to be an important mechanism for the removal of all financial barriers so as to help achieve equitable access to health care for all citizens (Addea-Korankye, 2013). In the same vein, the effectiveness of LEAP as a conditional cash transfer programme has also been well documented in the literature of writers such as Slater (2011) and Samson (2006). They describe it as a policy tool geared towards ensuring a reduction in the levels of poverty by enhancing improvements in accessing the most basic needs of the poor and vulnerable and also, bridging the inequalities in society.

The lapses of LEAP and NHIS lie in the fact that, governmental machinery tasked with the duty of ensuring the success of these interventions are sometimes inefficient and unable to live to the task. More participatory governance mechanisms will allow for a collaborative management by both state and non-state actors so as to ensure accountability and transparency which will invariably help in ensuring that, these interventions actually benefit their intended target groups. In justifying the need for more accountable and transparent approaches in handling social protection programmes, Bassett et al. (2012); and Conning and Kevane (2002) have advanced that effective participatory governance mechanisms are now recognized as key for the success of social protection interventions in developing countries.

In democratic governance, citizens are accorded the necessary opportunities to influence public policies through their active involvement and participation in public decision-making process. Thus, citizens' involvement in governmental actions and policies helps create a sense of recognition which gives them the enthusiasm to own such policies and interventions resulting in clear direction and unity of purpose and action. According to Devereux and Sabates-Wheeler (2007), social protection programmes have the opportunities required in fostering and shaping the sense and notion of citizenship and state acceptability among omitted communities or population groupings (the rural poor and vulnerable).

Therefore, the entitlement to cash transfers coupled with the enrollment unto a health insurance scheme by the poor and vulnerable steps beyond 'welfarist handouts' to play critical roles in influencing beneficiaries citizenship notion and establishing social cooperation between the state and citizens.

The notion that the sole objective or rationale behind social protection interventions is to eradicate extreme poverty should be rethought taking cognizance of the emergence of globalization which requires varied approaches to state policies.

These varied approaches will require positive state-citizen relationship so as to push forward developmental agendas holistically through citizen's assertion of their social, economic, and political rights. In as much as the role of social protection in addressing extreme poverty in most developing nations and particularly Ghana has achieved significant gains and well-documented, the citizenship dimension of such policies should be of importance. Beneficiaries of social protection policies and society as a whole benefit once people are empowered, more skillful and capable of supporting themselves. This approach to social policy is what has been conceptualized and termed 'social investment perspective' (Jenson, 2009).

### **1.1 Problem Statement**

In this era of globalization, the goal of social protection policies should now focus more on how to foster a sense of citizenship through citizen's assertion of their citizenship rights and state legitimacy among excluded citizens and not be limited only to the eradication of extreme poverty. The once cherished and effective traditional extended family system where friends and family members were sources of support to the poor in society is fading out gradually and therefore, requires the state to adopt strong approaches in establishing positive state-citizen relation so as to foster the sense of recognition unto the citizenry (Oduro, 2015). Thus, the state must adopt an approach towards extending social services to the poor and for the entire citizens such that they feel the sense of recognition.

This observation resonates with Marcus (2004) argument that the ascendancy of social protection interventions such as cash transfers should assume different approaches of varying the relationship between the state and citizens particularly, the indigent and vulnerable.

The theory of citizenship has been outlined by Marshall (1950) to include the civil, political and social rights interrelated and key in guaranteeing individual's liberty. Thus, the political rights are founded on equality in political participation, whilst the social rights are grounded on the right of entitlement to a basic standard of education, health, and social care. The absence of any of these dimensions of rights, or the situation in which one right prevails over others according to Dean (2010), undermines the full and exact nature as to who a citizen is and or ought to be.

Critics such as Farrington et al. (2007) argue that there exists no empirical basis upon which social protection could be suggested to promote citizenship among the poor and vulnerable. They further assert on the fact that the conditions attached to cash transfers serve as a hindrance in terms of evoking the sense of citizenship and thereby, not been able to enhance the status and rights on the part of the recipients. Son (2008) argues further that, the conditionalities attached for beneficiaries of social protection interventions to adhere to could be perceived as demeaning in that, such conditionalities are imposed irrespective to the preferences of the poor and vulnerable.

Lund et al. (2009) on the other hand, offered more attuned postulation that, conditionalities attached to pro-poor interventions like cash transfers are to enable households to take responsibility of beneficiary children and that, cultural views and practices at large influences how such transfers are utilized.

Schubert and Slater (2006) also acknowledged that conditions attached to social protection policies are set in place with the view and belief of its intended impact trickling down to the targeted groups (poor, vulnerable, aged, and orphan children) and that, the unconditional use of social provisions such as cash transfers normally results into undesirable spending.

This whole debate as to whether the conditions associated with social protection programmes are essential or not, and the accusations of it demeaning preferences of beneficiaries, and also leading to undesirable spending resulted to Slater (2011) referring to them has been the most controversial part of social protection interventions.

There has been wide literature on social protection interventions of which a larger proportion have centered on its impact in poverty alleviation leading to several calls for changing the focus of studies towards ascertaining the various approaches by which social protection can help establish positive state-citizen relationship so as to foster and shape the notion of citizenship recognition of citizens (Oduro, 2015; Devereux, 2006).

However, a search of the literature reveals that there have not been empirical studies on how LEAP and NHIS can influence the notion of citizenship and sense of belongingness of beneficiaries. It is therefore against the backdrop to recent calls for changing the focus of studies on social protection interventions coupled with the lack of studies in this regard that, this study seeks to identify how the interrelated interventions of LEAP and NHIS impact on influencing and shaping the notion of citizenship of beneficiaries and their sense of belongingness and recognition in the Chereponi district. This will give a broader understanding of how social protection programmes influences beneficiaries notion of citizenship and how it helps in building a positive state-citizen relationship.

This broad view will offer an opportunity to the study to seek answers to the research questions and thereby, attain the objectives of the study.

Findings from the study will help add up to the literature on the influences of social protection on citizenship particularly, the case of the LEAP and NHIS interventions and also, contribute to the debate as to whether conditionality attached to cash transfers actually demean preferences of beneficiaries as suggested by writers such as Son (2008) and Farrington et al. (2007).

### **1.2 Purpose of the Study**

Ghana as a country has embarked on several measures and approaches to tackling the malaise of poverty since the attainment of independence in 1957. Most literature and studies on social protection have focused on its ability in eradicating extreme poverty and guarding the vulnerable against unforeseen shocks to the neglect of ascertaining how social protection policies could ensure grass root participation in governance through the creation of the conditions necessary for positive state-citizens relationships.

While studies have variously highlighted the relevance of social protection in enabling cohesive state-citizen relationship, limited studies have been conducted in this regard. The question as to whether social protection can promote citizens social, economic, and political rights still needs clearance within varied context.

There are also concern as to the various ways through which the poor and vulnerable can depict their relationship with the state through their entitlement to social services, how they are now recognized both in their societies and the state level as beneficiaries of social protection programmes and also, the forms in which the programmes create

effective and efficient state-citizen relationship. Evidence shows that a great percentage of Ghana's population consists of rural dwellers (about 49.1%) engaged in agriculture (about 41.5%) which is the largest industrial sector and backbone of the economy and exposed to all the insecurities ranging from social, economic, and environmental (GSS, 2012). Therefore, an approach that will ensure the protection of these poor and vulnerable citizens dwelling in the deprived rural communities as well as shaping and influencing their sense of recognition and citizenship notion should be central in the design and implementation of development policies and programmes.

Taking into cognizance the extent of deprivation of the poor and vulnerable in relation to their access to social services, national policies must consider the inclusion of efforts in ensuring the fostering of the sense of recognition of the poor and vulnerable in order for them to trust the state and state institutions in terms of addressing their concerns and as trustees of their welfare. This will help ensure their full participation in development interventions that seek to improve their well-being and that of society at large and thereby, invigorate the once cherished patriotism spirit. A major question to always cast our minds back at is, why do some citizens feel recognized whilst others do not? The study will, therefore, ascertain how social protection interventions contribute towards influencing and shaping the notion of citizenship among beneficiaries of LEAP and NHIS in the Chereponi district of the Northern Region of Ghana.

### **1.3 Research Objectives**

Primarily, this study seeks to examine the implications of social protection in fostering the sense of recognition onto beneficiaries with a specific focus on Ghana's LEAP and NHIS. Specifically, the study seeks to:

1. Explore ways by which LEAP and NHIS can influence beneficiaries' participation at the local level in the Chereponi district.
2. Explore how LEAP and NHIS influence beneficiary-community relationship in the Chereponi district.
3. Explore the mechanism by which LEAP and NHIS can promote state-citizen relationship in the Chereponi district.

### **1.4 Research Questions**

The study seeks to answer some questions concerning social protection and citizenship using the interventions of LEAP and NHIS. Answers to these questions will reveal the potential implications that social protection possesses in fostering citizenship and giving the poor and vulnerable in society the sense of belongingness. It will also broaden our understanding and appreciation of the positive effect of social protection and citizenship and also reveal the extent to which the interventions of a LEAP and NHIS influence how beneficiaries depict their relationship with the state. The main research questions of this study are:

1. How do LEAP and NHIS influence beneficiaries' participation at the local level in the Chereponi district?
2. How do LEAP and NHIS influence beneficiary-community relationship in the Chereponi district?

3. How does the social protection interventions of LEAP and NHIS foster state-citizen relationship in the Chereponi district?

### **1.5 Significance of Study**

A study of how both LEAP and NHIS impact on citizenship will help give a broader understanding of how social protection programmes contribute to the establishment of a positive state-citizen relationship. The study will explore the various mechanisms through which the interventions influence the citizenship notion of beneficiaries, how it shapes beneficiary's sense of recognition and belongingness, and how local level participation is promoted amongst the poor and vulnerable in society. Finally, this study will serve as a source of knowledge in informing stakeholders about the ability of social protection in triggering beneficiary's assertion of their citizenship and local level participation in governance so as to ensure an all-inclusive citizenry approach in development advancement and sustainability of programmes and policies.

### **1.6 Proposed Research Methodology**

The study will employ a qualitative research approach to exploring the influences of social protection interventions on citizenship in the Chereponi District with a specific focus on LEAP and NHIS. The qualitative approach is chosen for this study because of its effectiveness in describing phenomena, issues, situations, and the nature of problems. Denzin and Lincoln (1994) argue that qualitative approach focuses mainly on making meanings to phenomena in their natural setting particularly, meanings people ascribe to such phenomenon which in this case is what the study seeks to do. The choice of a qualitative approach to the study is further buttressed by Creswell (2013) and Babbie

(2013) as an approach which provides a method for examining carefully to gain a deeper understanding of how individuals or groups represent a specific social problem.

The study population will be determined by use of purposive and convenience sampling methods. The population will comprise beneficiaries of the interventions of LEAP and NHIS. Other respondents to be considered will include the implementing officers for the programmes; the Social Welfare Officer and focal persons in the Chereponi District.

A case study will be carried out on beneficiaries of both LEAP and NHIS programmes in the District with interview guides as the data collection instrument.

The sample size for this research will comprise respondents ranging between 25 and 30. The choice of a sample size of between 25 and 30 is buttressed within the limits proposed by Creswell (2013). In qualitative research, there are no specific coded rules in the determination of an appropriate sample size thus, the sample size could be determined by virtue of considering some major factors including; the time period stipulated, the available resources and the research study objectives (Patton, 1990 cited in Creswell, 2013).

The District is estimated to have a total land area of approximately 1,374.7 Sq. km and with a total population size of about 53,394 of which about 40 percent are males and about 51 percent are females. The District has a purely rural economy with agriculture being the dominant economic activity which plays important roles towards the economic development of the district (GSS, 2014). The Chereponi District is again estimated to have a total of below 10,000 poor persons, a poverty incidence of 30%, poverty inequality of below 30 and also, a poverty depth of below 5% (GSS, 2015).

The district started to benefit from social protection interventions of government since the year 2008 after its creation in 2007 and has a total of about 1,835 number of beneficiaries (Social Welfare officer, 2017).

### **1.7 Limitation of the study**

The study is likely to face major hindrances such as little literature on the concept of social protection and citizenship since there have been little studies in this regard, inaccessibility of some beneficiaries due to their locations and farm/ market activities. The study will be carried out with the assistance of interpreters to enhance data collection which, will involve high monetary cost. Despite the above difficulties, the researcher will devise appropriate means to elicit the information needed.

### **1.8 Conceptual definitions of terms and concepts**

Below are the conceptual definitions (conceptual frameworks) of the various terms and concepts of the study:

**Social protection:** Social protection as used refers to the various decisions and intentions of government translated into policies and programmes in aiding the poor and vulnerable have better and meaningful lives and also cope with the various challenges, dangers, risks and shocks they are exposed to.

**LEAP:** Entails giving out money by the state to poor and vulnerable people who in turn fulfill specific behavioral conditions including, for example, to ensure children school attendance; up-to-date vaccination and regular visits to healthcare facilities by pregnant women and registering of Orphan and Vulnerable Children (OVC) unto the NHIS. Cash given the poor and vulnerable can also be condition free.

**NHIS:** A contributory intervention whereby citizens contribute towards in order to benefit health care from accredited service providers. Though a contributory scheme is made free for some identified category of people including, the aged without livelihood source and the indigent and vulnerable in society.

**Citizenship:** Citizenship is defined to reflect the membership of a community. Thus, the dynamic (active) state-citizen relationship. The ability of citizens especially, beneficiaries of LEAP and NHIS to actively recognize themselves as part of the state and live coherently.

### **1.9 Chapter Outline**

The first chapter comprise; introduction, the background to the study, problem statement, and purpose, objectives, questions, significance, scope, limitations, chapters outline of the study and chapter conclusion.

Chapter two focuses on the review of relevant literature on social protection, LEAP, NHIS, citizenship, the theoretical approach to the study and chapter conclusion.

The third chapter outlines the methodological approaches and highlight on the study area, study population, sampling techniques and sample size, data collection tools and methods, data processing, mode of analysis and chapter conclusion.

Chapter four deals with the discussion and presentation of findings under the following sections; LEAP and citizenship, NHIS and citizenship, comparative analysis between LEAP, NHIS and citizenship, challenges that hinder the interventions from attaining the desired state-citizen relationship and the chapter conclusion.

Finally, chapter five presents a summary of findings, conclusions, and recommendations.

References and appendices follow chapter five.

### **1.10 Chapter Conclusion**

Social protection interventions are essential tools in eradicating extreme poverty, and guarding the poor and vulnerable, and has been highly recognized as a key approach by which nations can suppress the burden faced by citizens due to their exposures to certain risks and shocks, particularly in the sub-Saharan African continent. Beyond social protection programmes ability to poverty reduction, there is a need for series of studies to be conducted to ascertain how they can promote state-citizen relationship through influencing and shaping the notion of citizenship by beneficiaries, ensuring the participation of citizens particularly, the excluded and vulnerable in local level governance.

This study, therefore, seeks to consider a broad view of how social protection impacts citizenship using the case of two interventions of LEAP and NHIS. The study seeks to again explore the influences these interventions impact citizenship in the Chereponi District of the Northern Region of Ghana.

## CHAPTER TWO

### 2.0 Literature Review

For better meaning and understanding from the findings of this research, it was very important to review the literature of other authors, and considering the relevance of key concepts such as social protection and citizenship to this study, there was the need to clarify what they meant. The dimension of social protection focused on was the horizontal dimension which include conditional cash transfers (LEAP) and social insurance (NHIS). Also, a detailed explanation of the concept of citizenship is also imperative. The importance of literature review has been acknowledged by Saunders, Lewis, and Thornhill (2000) as, “the framework for research, which helps in developing a good understanding and providing insight into relevant previous research and emerging trends”. To help attain the objectives of this study and also seek answers to the research questions, this part of the study is outlined as follows; the definition of concepts, empirical review, the theoretical/conceptual framework within which the study is situated and the chapter conclusion. This is to enable the reader to place the research within the context with regards to previous studies on the subject matter of social protection and citizenship.

## **2.1 Definition of concepts**

### 2.1.1 Concept of Social protection

Social protection has got no one specific definition as it is been defined in varied ways by various practitioners and scholars (Midgley, 2013; de Haan, 2011; Standing, 2007; & Norton et al., 2001). The varied definitions by various scholar always turn to have some major elements in common, which relates social protection as a tool to eradicating poverty and protecting the poor and vulnerable groups in society against livelihood risks and shocks. Thus, social protection refers to the several programmes and policies designed by governments and states to assist the very poor and marginalized individuals, households, and communities in addressing and overcoming the menace of poverty. Social protection can also be termed as the initiatives either public or private that extends supports in the form of cash benefits or health packages to the poor, vulnerable and marginalized sections of society so as to enhance their livelihoods by uplifting their social standing and privileges with the overall aim to decreasing economic and social vulnerability, and uncertainties.

Social protection according to Devereux and Sabates-Wheeler (2007) refers to, “all public and private initiatives that provide income or consumption transfer 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 the poor, vulnerable and marginalized groups” (cited in Sabates-Wheeler et al., 2017). The World Bank, on the other hand, defines social protection to reflect the collective actions undertaken to improve or protect human capital, ranging from labor market interventions, publicly mandated unemployment or old-age insurance to targeted

income support. Social protection interventions assist individual households and communities to better manage income risks which leaves people vulnerable' (World Bank, 2004 cited in Devereux & Sabates-Wheeler, 2004).

Also, the United Nations Research Institute for Development (UNRISD) has asserted that "protecting people from the vagaries of the market and life's changing circumstances is one of the main objectives of social policy. As a key component of social policy, social protection is concerned with preventing, managing and overcoming situations that adversely affect people's wellbeing. It helps individuals maintain their living standard when confronted by contingencies such as illness, maternity, disability or old age; market risks, such as unemployment; as well as economic crises or natural disasters." (UNRISD, 2010; pp. 135).

From the above definitions to the concept of social protection, it can be deduced that the fundamental objective of protecting the excluded and marginalized against unforeseen circumstances by ensuring their protection and betterment of their living conditions through the reduction of poverty and vulnerability levels they face through series of interventions, policies, and programmes by government is paramount. The ability of the state to address the inequality and poverty levels of the vulnerable and marginalized citizens will help in the creation of coherent state-citizen relationship making citizens trust both state and state institutions responsible for ensuring their well-being and welfare. This eventually will position citizens in depicting how they relate to the state and also, take a keen interest in key developmental priorities of government through contributing in their own ways to ensure coherence.

Social protection in the explanation of Meth (2008) consists of two major components namely; social assistance and social insurance. Meth advances further the explanation of the two categories by indicating that they provide a range of benefits including, the provision of a minimum level of well-being, safeguard against risks, and providing protective and defensive mechanisms of social protection. Explaining further, Meth (2008) posits that social assistance is a non-contributory scheme that offers support to extremely poor and vulnerable households through cash grants. Examples of social assistance interventions include cash transfers (conditional and unconditional) and in-kind transfers such as; food, agriculture inputs, and subsidies. Social insurance, on the other hand, comprises interventions that guard people against livelihood shocks by making provisions such as health insurance, pension, and unemployment benefits.

In Ghana, the social assistance intervention undertaken by the government is the Livelihood Empowerment against Poverty (LEAP) and the social insurance is the National Health Insurance Scheme (NHIS) which are the main focus interventions for this study. The later also serves as a conditionality for the LEAP intervention. This study will, therefore, explore to find out the various ways by which these two interrelated social protection interventions of LEAP and NHIS can help in influencing the citizenship notion and shaping the sense of belongingness and recognition of beneficiaries in the Chereponi District of the Northern Region of Ghana.

#### 2.1.1.1 Conditional cash transfers (CCT)/ LEAP

Cash transfer is a dimension of the broad category of social protection of a redistributive policy typology designed to give out cash assistance to the poor and vulnerable in society so as to help them overcome the malice of extreme poverty.

Consequently, as a giant step towards alleviating the harsh conditions of poverty among the poor and vulnerable, national governments in both the developed and developing nations have on their own or collaboration with donor and development partners initiated embracing the idea to providing comprehensive social protection packages especially in the form of social cash transfer to extremely poor and vulnerable in society (Dinbabo, 2011; Samson, 2009; Britto, 2006). This has led to a rise in incorporating cash transfer into development priorities of national governments and international development agencies such as; World Bank, Department for International Development (DfID), and the Asian Development Bank. Pushing further the issue of the high rise in the inclusion of cash transfers into social development policies of so many developing nations has led to Marshall (2003) conclude that this rise could partly be attributed to the association between vulnerability and monetary poverty. The recognition given to cash transfer with regards to its effectiveness in attaining the goal of eradicating poverty and protecting the vulnerable in society makes several nations especially, developing countries view cash transfers as the pivot of social policies. In furtherance of the effectiveness of cash transfers has led to writers such as Barrientos and DeJong (2006) christened it the “magic bullet” in development to addressing monetary poverty and vulnerability. Bastagli (2011) also joined the debate regarding the rapid growth and forward march of cash transfers, by alluding to the fact that it is now an increasingly global phenomenon and a strategic tool of social policy for poverty reduction.

The above arguments all points to the fact that cash transfers are very pivotal in tackling the major problems of extreme poverty and protecting the vulnerable against unforeseen shocks and stresses and have been recognized as the prudent way through which the

intergenerational chain of poverty could be broken and translating in the improvement of household nutrition, health care and education (Barrientos, 2010; Fiszbien et al., 2009; Hailu & Soares, 2008). The idea of conditional cash transfers in Ghana is what was implemented in 2008 and named, the Livelihood Empowerment against Poverty (LEAP) where cash releases are given to poor and vulnerable individuals and households in society periodically to protect them against risks and shocks. LEAP is an element of Ghana's National Social Protection Strategy (NSPS) initiated in the year 2008 following the successes of the *Bolsa Familia* social protection programme in Brazil and other social protection programmes to decrease poverty and offer a better life for the extremely poor households and improve their socio-economic wellbeing (NSPS, 2007).

LEAP programme is implemented by the Ministry of Gender, Children and Social Protection (MGCSP) in collaboration with the Department of Social Welfare in all beneficiary districts of Ghana. Within the districts, beneficiary communities are to be selected by a District LEAP Implementation Committee (DLIC). According to the LEAP operational manual, the DLIC is to be made up of the District Chief Executive, a representative of the social services sub-committee, a representative of assembly members, District Social Welfare Officer, Director of the Department of Children, Director of Education, Director of Health, Director of Labour and Director of Information, as well as religious and non-governmental organization (NGO) representatives in the districts.

LEAP targets and provides monthly cash transfer to very poor families with one or numerous aged people above the age of 65 with no means and source of support; persons with severe disability; and orphan and vulnerable children under 18 years.

Beneficiary families with children below age 15 obligate themselves to certain co-responsibilities comprising; registration of family members unto the NHIS, school enrolment of school-age children, birth registration, vaccination and abstention from child labour when they sign up for LEAP (NSPS, 2007; Dako-Gyeke & Oduro, 2013).

At the end of 2015, about 150,785 households were estimated to have received LEAP benefits, with plans to roll it out to cover 165,000 households by 2016. The level of LEAP benefit varies with regards to the number of members from eligible families under the programme. It should be emphasized that the LEAP objectives among other things sought to ensure investing in individuals through the social assistance scheme directed at the excluded and very poor people, and the vulnerable in society (NSPS, 2007). This is expected to produce a multiplier effect on local communities thus, contributing to reducing poverty, employment creation, food security and a developed welfare beyond the programme's direct beneficiaries. Thus, this objective is in line with Amartya Sen's capability approach, whose perspective on development is focused on the means that can create freedoms that all members of a society can enjoy (Sen, 1999). Poverty can thus be explained to mean the inability to reach a socially acceptable living standard due to lack of food, shelter, job, education, among others. This means that there is a given level of welfare below which a household or a person could be considered as poor.

The renewed calls for governments' intervention in the form of social protection policies targeted to the poor and vulnerable in society is due largely to the collapse of once cherished traditional systems of social protection due to the emergence of globalization, migration, and urbanization (Marcus, 2004).

The traditional forms of social protection were based on a principle of reciprocity and mutual exchange as well as strong social support from members of extended families and friends. Some major sources of the traditional social protection include the kin-based support system, migrant remittances, non-kin-based trade associations, faith-based support networks, and credits societies.

#### 2.1.1.2 National Health Insurance Scheme (NHIS)

NHIS is another aspect of the horizontal dimension of social protection and of the social insurance category as a strategy for dealing with poverty. Social insurance is a contributory scheme concerned with providing social protection to contributing persons, the indigent and vulnerable individuals against unforeseen risks such as ill health and incapacity and also, against expected threats such as old age and maternity and has increasingly being a means of financing health care, particularly, in lower income countries of the global south and an important tool in promoting health equity among the population (World Health Organization, 2000). The main aim and goal of social insurance programmes are to protect the poor and vulnerable against adverse risks through contributory schemes (European Report on Development, 2010). Historically, the quest to providing effective health care to all citizens, particularly the poor and vulnerable in society has been a great challenge to developing nations of the global south (De Allegri and Sauerborn, 2007 cited in Dixon et al., 2011).

Thus, the relationship between ill health and poverty is seen and considered cyclical in nature and that, the lack of health care for the poor and vulnerable in society will only contribute to exacerbating social inequalities and injustice among the populations (Cited in Dixon et al., 2011).

The situation in developed and high-income countries of the global north is quite different, where the contributory and statutory social security systems are more functional, social insurance interventions are the most prominent and implemented (Midgley, 2013; Nino-Zarazua et al., 2012) as against the dominance of non-contributory social assistance form of social protection interventions in many developing nations (Barrientos, 2014).

Ghana's national health insurance scheme was established in the year 2003, became fully operationalized in the year 2005 in quest to providing universal access to health care and also, removing cost as a barrier to accessing of health care by all citizens most especially, the poor and vulnerable in society (Singh et al., 2015). It has made a substantial impact by covering about 40 percent of the Ghanaian population representing a total number of about 10.5 million Ghanaians as of 2014 (Wang et. al., 2017). Prior to the operationalization of national health insurance scheme in Ghana, payment for health care was done through the user fee popularly referred to as 'cash-and-carry, for which research has indicated disenfranchised the poor and vulnerable in accessing health care (cited in Singh et al., 2015).

Health care financing globally has become a major concern to policymakers and more pervasive in poorer countries particularly, sub-Saharan Africa where needed resources and funds are lacked coupled with the lack of the required populations to pay tax to the degree as prevalent in high-income countries (Abel-Smith, 1994; Peters et al., 2008 as cited in Dixon et al., 2011). Also, the limited availability of data in developing countries makes the allocation of health funds from national governments more difficult (Allers and Ishemoui, 2011).

These challenges and setbacks eminent in developing countries have necessitated governments of these countries turn to adopt alternative ways to generating and raising funds and resources for healthcare delivery to which the health insurance is paramount and has become very popular and implemented (cited in Dixon et al., 2011). In Ghana, National Health Insurance Scheme is financed through national taxes on goods and services, and social security taxes from formal sector workers (2.5 percent). Coverage is meant to be free to some category of the population including the aged, children under 18 years, indigents and other vulnerable groups.

## **2.2 The concept of citizenship**

The significant parallel shift in terms of development since the 1990s have made numerous contributions to the emergence of the concept of citizenship as an uprising trend in development studies and agendas. Also, eminent in the late 1990s was the unfolding of a new relationship between the domains of human rights and development, crystallized under the rights-based approach to development. This has been embraced in several and various forms by development partners such as United Nations Development Programme (UNDP), Department for International Development (DFID), International Human Rights Movement and several other Civil Society Groups. The rights-based approach to development in the assertion of Ferguson (1999) politicizes needs. The attainment of tangible development can only be accomplished through the efficient and effective involvement of local people in the decision making and planning for projects at both the national and local levels (Mohammed, 2010). In the same vein, it is again justified that, an essential and key mechanism for attaining national developmental goals is through peoples' involvement (ibid).

Thus, for any project or programme to be successfully implemented by national governments', the people (citizenry) who are the main beneficiaries of such development projects and policies are to be actively involved at all levels of the development process and this could only be achieved if the citizens are been recognized and the state is seen to be responsive to their plights.

The concept of citizenship lately has witnessed renewed interest explosion among various political theorists. During the 1978 era, it could be stated confidently that "the concept of citizenship had gone out of fashion among political thinkers" (Van Gunsteren, 1978; p. 9), but within another spade of time, the citizenship concept again became the 'buzzword' among scholars within the political spectrum (Heater, 1990; Vogel & Moran, 1991). The emergence of the concept of citizenship and its accompanying focus on development agendas mirror the increasing global interest in citizenship (Heater, 1999). This contemporary rise in interest in citizenship according to Heater could be explained with some six interlocking factors. Among these factors include; globalization-localization, dynamics of increasing international migration, heightening awareness of ethic and cultural differences within nation-state on the basis of the politicized differences. In response to Heater's six interlocking factors, writers such as Meekosha and Dowse (1997); and Seidman (1999) explain that some national governments have drawn on the idea of citizenship as a civic identity in their attempt to draw citizens together under a new form of cohesion in pursuance of development agendas. In contrast to the moves made by some national governments, Ellison (1997); Falk (1998); Stasiulis and Bakan (1997); Newell (2000); and Turner (1999) also raised concerns that there are some contemporary questions and doubts pointing to the validity of the nation-state,

which has prompted renewed calls to recognize the multi-layered nature of citizenship. Thus, from local to global, and the idea of addressing and curtailing exclusions created by linking citizenship to the nation-state.

Despite the rising calls for a renewed state-citizen relationships, there exists some level of consciousness that the concept of citizenship in practice is hollow and a meaningless idea for several people (Heater 1999). Globally, there are accusations concerning the relationship between citizens and the state and also, the state institutions responsible for ensuring their well-being of non-responsiveness towards the needs of the poor and vulnerable (Commonwealth Foundation, 1999; Narayan et al., 2000). The strong awareness and recognition of the benefits of citizenship and participation by nations and states is now used as a vehicle by which populations can take dynamic roles in choices which affect their lives and also by which states can increase their response to the plea of citizens (Cornwall & Gaventa 2001) which will invariably give rights to the citizens to assert their citizenship and thereby, increase their participation in development programmes and activities since participation is regarded as a right and perceived as a positive sovereignty which enables citizens to appreciate their social rights (Ferguson, 1999: DfID, 2000: Voet, 1998: Lister, 1997).

Again, it could be said that the health and stability of modern democracies depend heavily not on the justice of its basic institutional structures, but the quality, attitude, and commitment of citizens. Habermas (1992) sums this up by stating categorically that institutions of constitutional freedom are worth as much as the population makes of them.

Thus, the viewing of citizens as active agents require opening up inclusive spaces for state-citizen linkage through rights and obligations which is, a very vital mechanism for ensuring instrumental service-delivery and intrinsic level of citizenship benefits through the design of approaches that allow active citizens improve service quality and strengthen their civic or political rights through participation and their collective actions (Sabates-Wheeler et al., 2017).

From the above arguments concerning the concept of citizenship, it can be said that a state or nation without the required inclusive spaces for active citizen involvement, recognition, belongingness, and participation makes governance become very difficult and even at worst, unstable due to the lack of cohesive state-citizen relationship. It can also be said that if a state fails in its capacity to fulfill the needs and aspirations of its members (citizens), government becomes harder and tough making the state suffer a crisis of legitimacy as the resulting consequence.

### **2.3 Approaches to citizenship**

The understandings and meanings ascribed to the theory or concept of citizenship are based on some varied approaches namely, liberal, communitarian, and the civic republican.

#### **2.3.1 Liberal approach**

Citizenship in the liberal theories is viewed as a status which grants access to the individual some universal rights and privileges that is to be made available by the state. According to Oldfield (1990), the fundamental fulcrum of the liberal thought is that

citizens are viewed as individuals acting rationally towards advancing their particular interests while being protected by the state in exercising such fundamental rights.

The exercising of citizens' right under the protection of the state is regarded as the sole prerogative of individual thus, citizens should be able to choose their way of living freely as long as they do not harm others and provided that, all the citizens have the needed resources and the opportunities (Isin and Wood, 1999). Thus, rights of the individual to participate are very central to the liberal theorists' claims, but these rights are limited to only political participation. The liberal approach took a different dimension in contemporary thinking by the introduction of Marshall's (1950) social rights contrary to the political and civil rights. Marshall is of the view that citizens have the right to their minimal social and economic needs which he claims, should be provided by the state. In line with several liberal thinkers, Marshall is not arguing for a complete and outright elimination of inequality within societies but, a reduction in the risks associated with capitalism to the poorest of citizens which could lead to an overarching sense of community and social cohesion (Marshall, 1950).

In furtherance to the claims of the liberal approach, Rawls (1971) introduced a more dynamic idea which has to do with the state applying a redistributive mechanism, that is, taking from the haves and given to the have-nots. Cited in Smith (1998), Rawls posits further that, the goal of a good society was the greatest achievement of individuals' interest for the greatest number of citizens and that, the role of the political dimension is to protect individuals by leaving them unhindered in pursuit of their interests. The achievement of a rational consensus within the political sphere should be devoid of issues that generate controversies such as religious and philosophical matters from public

debates and also, ensure that the private lives of individuals in the pursuit of defining a good life should never be compromised (Voet, 1998).

Form the above-reviewed literature, it is seen that the liberal approach to the concept of citizenship has taken several dimensions and ultimately regarded as an approach that encompasses the political, social and civil rights of citizens as espoused by Marshall (1950).

### 2.3.2 Communitarian approach

The liberal approach to citizenship concept has been criticized by several writers from the communitarian dimension on the notion of self-interested, independent individualistic thought of the liberal thinkers. To the communitarians, the sense of belongingness, recognition, and citizenship is obtained only through one's relation and engagement with others within the larger community from which he or she is a part of or belongs (Sandal, 1998). The approach of communitarianism hinges on the ideology or philosophy of collectivism thus, socially-embedded citizens and belonging (Smith, 1998). The individual feels the sense of citizenship, recognition, and belongingness through the interaction with the larger community from which an individual belongs to, and maximizes his or her rights by way of public services and uplifting the ideology of common good in place of individual selfish interest (Skinner, 1992 cited in Smith, 1998). Again, the concept of citizenship to the communitarians is understood and developed through upholding accepted civic merits such as respect for others, and the recognition of public services (Smith, 1998) and, centers on the larger community from which an individual hails as the common ground (Isin and Wood, 1999).

### 2.3.3 Civic republican approach

According to Isin and Wood (1999), the civic republican approach to the concept of citizenship tries to juxtapose the self-interest of individuals of the liberal approach with the communitarian framework of a common ground of community belongingness. The civic republican approach lays much emphasis on what binds citizens within a community together just like the communitarian approach that re-enforces the participation in communal affairs by individuals through their individual obligations.

The provision of basic resources is an essential necessity in ensuring individual participation in community life. Habermas (1998); Miller (1995); and Beiner (1995) are of the view that the concept of citizenship should be viewed and understood to connote a common civic identity that is shaped by a collective public culture.

## **2.4 Empirical review**

### 2.4.1 Role of Social Protection in Shaping State-Citizen Relationship

The concept of citizenship remains debatable in literature. Citizenship is defined by a narrow dimension of an individual's national identity to a broader view of one's belongingness to a group or community with rights and duties as a member (Eyben, 2006). Most scholars and researchers establish their understanding and analysis of the concept of citizenship in their studies to the seminal work of T.H. Marshall (1950). Citizenship thus can be viewed as an approach that links more inclusive and accountable programmes with improved service delivery (Sabates-Wheeler, Abdulai, Wilmink, de Groot, and Spadafora, 2017).

Following the trajectories of human rights development and advancement in the social policy domain, Marshall (1950) conceptualized and outlined the concept of citizenship to encompass three main interrelated dimensions of rights namely; civil, political, and social rights. According to explanations by Marshall, the concept of citizenship requires the presence and fulfillment of all three outlined dimensions of rights, the absence of any one of which according to Dean (2010) undermines the full essence and meaning of citizenship.

In furtherance to the various dimensional rights of citizenship, Marshall opines that civil rights are those centered and necessary in guaranteeing individual liberty. The political rights, on the other hand, are those rights required to ensure parity in political participation whereas the social rights are necessary for entitlement by citizens to basic standards of education, health/ social care, housing and income maintenance. The social right dimension built upon Marshall's (1950) seminal work on citizenship and social class postulate further that, rights of citizens go beyond the civil and political to include social rights as part of the national resource base that can provide economic security, health, and education (ibid). The social rights approach is appropriate in terms of viewing citizenship through the lens of a justice-based entitlement in the allotment of national resources but limited in the sense that, it views citizens as just beneficiaries of such resources, meant only to cast their votes during elections in exchange for their access to this resource. This notion has been widely criticized and challenged on grounds that, due to the realities of power and inequalities, some citizens are made more equal than others (Cornwall and Gaventa, 2001).

Also, the attainment of the social rights dimension of citizenship served as the foundation for the completion of the establishment of the modern welfare state in modern industrialized countries (Dean, 2010). The notion of citizenship has recently entered discourses in the global southern nations (Lister, 2007), which requires that low and middle-income countries adopt different methodologies towards the attainment of citizens' social rights, considering the differences in context from the historical British context which assumed the pivot upon which the analysis and conceptualization of social citizenship by Marshall was established. According to scholars such as Dean (2010) and Roberts (2012), the state ability to providing the needs of citizens particularly the indigents, and addressing existing social inequalities helped forge an idea of citizenship that is no longer centered on self-government but, a relationship between citizens and the state which Evans ([1997] cited in Sabates-Wheeler et al., 2017) termed, 'state-society synergy'.

#### 2.4.2 Social Protection and State-society synergy

In the attainment of state-society synergies, institutions must be more inclusive with additional interfaces and spaces created to facilitate it. Citizenship extension from a right or enabling force to a role of responsibility shifts the grounds for social policy thus, if citizens have a responsibility to hold the state liable, the state also takes a responsibility to be transparent so as to help facilitate the state-society engagement (Sabates-Wheeler et al., 2017).

Considerably, citizens will acknowledge the state as being strong and best positioned to carry out the task of social services delivery and will thereby show the willingness to contribute with their own efforts to maintain and sustain the relationship (Kabeer &

Cook, 2000). According to Dwyer (2004), there exists an assumed natural convergence between citizenship and social rights realization.

Social protection in developing nations has dwelled much on its poverty alleviation strength to the neglect of other dimensions. In this era of globalization, the goal of social protection policies should now focus more on the promotion of citizenship and social rights realization and not just on poverty reduction. Justifying this claim is attributable to the fact that, the once cherished and effective traditional extended family system whereby friends and family members helped the poor and vulnerable in society is fading out gradually and therefore requires the state to establish effective and efficient approaches in building positive state-citizen relation so as to foster the sense of recognition (Oduro, 2015). The developing world is still characterized with high incidences of poverty and inequality which poses a major question of whether the route to citizenship towed by advanced countries could as well be realized in developing nations of the global south. Social protection interventions emergence in recent times have been met with calls for its target to look beyond the eradication of extreme poverty and vulnerability to include the realization of social rights to promoting citizenship. Explaining further the idea of changing the focus of social protection interventions, the like of scholars such as Plagerson, Harpman, and Kielmann (2012) put forward the claim that, despite widespread existence of poverty, exclusion, and social inequality, social protection programmes can foster effective development through increments in national level of welfare, raise in economic efficiency and strengthening of social cohesion (Barrientos & Hulme, 2008).

For instance, conditional cash transfers are identified to play neutral roles in strengthening state-citizens relationship though there still reservations as to whether developing nations still characterized by widespread poverty, exclusion, and vulnerability can adopt approaches used by developed nations towards citizenship. The intentions surrounding conditional cash transfer resulting in some behavioural conformance is assumed to represent some kind of state-citizen relationship that remains unmediated by political parties and other officials (Roberts, 2012). Equally, contributory health insurance interventions such as the national health insurance scheme have also received widespread recognition as a fundamental means to financing health care in low-income countries and an effective tool in ensuring health equity among citizens (World Health Organization, 2000).

Most apparently, the health insurance scheme is a pro-poor intervention aimed at ensuring inclusiveness through exemption of the indigent and vulnerable in society from payment of premiums. The exempt category includes children with enrolled parents, aged, indigents, and recently pregnant women as well as those living below the poverty line (Dixon, Tenkorang & Luginaah, 2011). The social protection interventions of social assistance and social insurance have had a great impact on the wellbeing of beneficiaries which have been well documented in the literature. For instance, evidence of the impact of these social protection interventions is seen in countries such as Lesotho, where about fifty percent of pensioners expenditure on health services increased since the operation of the pension scheme commenced in 2005 (Samson, 2006). Also, the LEAP programme in Ghana is also conditioned by entreating beneficiaries to register onto the national health insurance scheme to improve their access to healthcare delivery.

Occasionally, the LEAP programme also does mass registration of members (payment for health insurance) onto the national health insurance scheme. The fact that beneficiaries devote part of the allowance given them in registering onto the health insurance scheme or paying for health care related expenses confirms that the poor themselves appreciate the essence of safeguarding themselves against the dangers of ill health (Agbaam & Dinbabo, 2014). An assessment of the LEAP programme in the Wa West District of the upper west region of Ghana by Bawelle (2016) indicated that, about 87.2 percent of LEAP beneficiaries visited health facilities three times or more in a year, thanks to their enrolment onto the NHIS which granted them access to healthcare services in times of sickness which otherwise would have been beyond their means and reach.

Furthermore, social protection interventions constitute key strategies for the realization of inclusive growth, eradication of poverty and, also serve as a critical governmental response to the fulfillment of its obligations to the citizenry towards the realization of their socio-economic rights seen as an important dimension of citizenship right (Kabeer, Myumtaz & Sayeed, 2010). Thus, the conceptualization of social protection is grounded on risk management as well as in human rights, basic human needs, and capabilities approach with the goal of promoting dynamic, cohesive and stable society through increased equity and security (Barrientos & Hulme, 2008; Norton et al., 2000). The provision of social services by governments play critical roles towards attaining a cordial state-citizen relationship through enhancing and promoting participation, and enabling beneficiaries of such social provisions make use of their political and civil rights which is in consonance with the analysis of modern society as an open structure that creates

avenues for the poor to move up the social ladder (Marshall, 1950 as cited in Leisering & Barrientos, 2013).

Also, the state must strategically design programmes and policies with inclusive spaces for citizen participation both in the design and delivery stages to allow the poor and vulnerable in society also offered opportunities to claim their rights and assert their citizenship. For example, Zimbabwean Harmonized Social Cash Transfer (HSCT) is said to investigate to identify possible ways by which the programme beneficiaries could be sensitized in understanding and appreciating their rights. The inclusive spaces necessary for ensuring citizen participation and the claiming of their rights are being manifested in several extents including, the availability of strong communication strategies, establishing a citizen-based approach that informs and educates citizens of their rights, entitlements, increase dialogue, consultation, complaints and grievance channels (Cited in Sabates-Wheeler et al., 2017). Another classic example of countries that embarked on the journey of ensuring citizens assertion of their citizenship rights through social protection programmes is Brazil and South Africa. Adopting of new constitutions in Brazil and South Africa in 1988 and 1996 respectively presented renewed social contracts in the areas of democratization, citizenship, and social policy which included the significant expansion of both social and economic rights complemented with enhanced citizenship and explicit recognition of the right to social protection assistance (Barrientos et al., 2016).

### 2.4.3 Justice-Based Social Protection

Moreover, social protection according to Devereux and Sabates-Wheeler (2007) is identified to be founded on the ideologies of social justice to confronting poverty and exclusions. Therefore, a state of the persistent prevalence of the incidences of poverty, inequality, and vulnerability in society shows the continued existence of the menace of injustice and inequity. Social justice is relational to state institutions established and obliged to dispense justice for the smooth running of society, resource allocation, and the negotiation of rights and obligations thereby, making citizens use legal means in ensuring that their rights are recognized and granted (Sabates-Wheeler et al., 2017). Access to social protection interventions is, therefore, an unavoidable and undeniable right of citizens to which they are obliged to demand from the state and should not be seen or regarded as “beggars” or dependents since the primary goal of providing such social services is to reinforce and safeguard the rights of poor households (Bryant, 2009; Künnemann & Leonhard, 2008), and should not be termed also as a form of charity or kindness for the mere fact that its main targets the women who are caregivers, the elderly and disabled (Ferguson, 2015 cited in Sabates-Wheeler et al., 2017). Hence, social protection provision goes beyond poverty reduction to include more of promoting citizenship through influencing the citizenship notion of citizens and also, shaping their sense of belonging and recognition.

Social protection intervention like cash transfer, goes beyond installing safety nets to more of a claimed-based empowering individuals and building social contracts between the state and citizens, resulting in the reestablishment of trust in states and state institutions by citizens through social cohesion and the fact that the state sees and

recognizes citizens (Corbridge, Williams, Srivastava, & Veron, 2005). Within global south nations, gradual shifts have been witnessed in recent years pertaining to how states present themselves to the poor and vulnerable in society through the provision of policy interventions such as social assistance and social insurance giving credence to citizenship rights and social citizenship advancement (Leisering & Barrientos, 2013; Corbridge et al., 2005).

For instance, beyond the poverty reduction potential of social protection programmes in Ghana, the Ministry of Gender, Children and Social Protection (MGCSP) have indicated that, the fundamental aim of the programme is now geared towards the creation of an all-inclusive society by providing sustainable mechanisms to protect people living in situations of extreme poverty, vulnerability, and exclusion (MGCSP, 2014). Also, Brazil's Bolsa Familia programme is another example of interventions that incorporated citizenship rights and citizenship advancement into their social protection programmes. Thus, social assistance in Brazil was established as a social right based on citizenship with the state holding primary responsibilities. Legal and institutional frameworks were also established to serve as interfaces for government-citizen relationship thereby, giving a constitutional recognition and acknowledgment of the rights of vulnerable groups (Sabates-Wheeler et al., 2017).

In most lower and middle-income countries, research points out that politics regarding social protection is such that, interventions (such as cash transfer) are donor-funded often benefiting some segments of the population classified as vulnerable.

Recommendations from the evaluation of these programmes according to Devereux and Lund ([2010] cited in Sabates-Wheeler et al., 2017) therefore requires that they should be redesigned to institutionalize systems that are grounded on shaping citizenship recognition, legislation, and accountability, representing a contractual bond between the state and citizens.

#### 2.4.4 Debatable Issues of Social Protection

##### 2.4.4.1 Conditionalities and Citizen's Rights Recognition

Notwithstanding the wide evidence pertaining to the strength of social protection interventions in ensuring state-citizen synergy, there is still some debate with regards to its realization.

Critics such as Farrington et al. (2007) argue that there exists no empirical basis upon which social protection could be suggested to promote citizenship among the poor and vulnerable. Their criticism is based on the fact that, conditions attached to interventions such as cash transfers serve as a hindrance in terms of evoking the sense of citizenship and thereby, not able to enhance the status and rights of recipients of such transfers. Son (2008) argues further that, conditionalities attached for beneficiaries of social protection interventions to adhere to could be demeaning in that, such conditionalities are imposed irrespective to preferences of the poor and vulnerable.

Lund et al. (2009) on the other hand, offered a more attuned postulation that, the conditionalities attached to social protection programmes like cash transfers are to enable households to take responsibility of beneficiary children and that, cultural views and practices at large impact on how such transfers are utilized and thereby, the need for such conditions to guard against unnecessary spending of such transfers.

The likes of Schubert and Slater (2006) also acknowledged the fact that conditions attached to social protection policies are set in place with the view and belief of its intended impact trickling down to the targeted groups (poor, vulnerable, aged, and orphan children) and that, the unconditional use of social provisions such as cash transfers normally results in undesirable spending. Arguing from a different perspective with regards to conditions of social protection; Barrientos, Abdulai, Demirag, de Groot, and Ragno (2016) are of the view that all anti-poverty programmes (both conditional and unconditional) have conditions attached to them.

They further explain that participants of such interventions are expected to take certain actions and measures in order to register or qualify to be registered and that means, meeting certain requirements and set criteria.

This whole argument and debate as to whether the conditions associated with social protection interventions such as cash transfers are required or not, and, the accusations of it demeaning preferences of beneficiaries, and also leading to undesirable spending resulted to Slater (2011) referring to them as being the most controversial part of social protection interventions.

#### 2.4.4.2 Approaches to Social Protection and citizen inclusion

Also, another area of debate in the current literature of social protection is that regarding whether the core principle of social protection should be based on universalistic approaches where everyone or citizen is eligible to receive its benefits or, should be based on the principle of targeting, where benefits of an intervention are exclusively focused and directed to a certain category or group of people identified extreme poor or vulnerable in society (Marshall & Hill, 2014; Mkandawire, 2005).

Thus, the current issue of debate is in regard to the appropriateness of these two approaches to social protection in ensuring better inclusion.

The universalistic approach to social protection requires that public or private institutions provide social services to every citizen as a right (Danson et al., 2012). A universal approach to social protection is non-discriminatory and ensures that beneficiaries are less exposed to consequences of humiliating loss of status, dignity or self-respect while avoiding the probability of creating a sense of inferiority, pauperism, shame or stigmatization among beneficiaries (cited in Agbenyo, Galaa, and Abihiro, 2017).

Also, within the tenets of universalism, programmes benefits according to the Economic Policy Research Institute (EPRI, 2011) are regarded as entitlements due to citizens, making such programmes capable of ensuring social cohesion. Universal programmes receive great public support as a result of the large numbers of the influential population benefiting from them (Barnet et al., 2004 cited in Agbenyo et al., 2017). Notwithstanding the numerous benefits of the universal approach to social protection programmes, they require huge government funding for implementation which according to scholars such as Barnet et al. (2004), and Mkandawire (2005) often overstretches the fiscal limits of governments.

Similarly, the targeting approach to social protection involves identifying some categories of individuals or groups as beneficiaries based on some defined characteristics and predetermined criteria (Niel, 2001 cited in Agbenyo et al., 2017). Thus, on the basis of targeting, one has to meet certain criteria for inclusion into the programme (Slavin, 2009; Linder et al., 2007; de la Briere & Rawlings, 2006 cited in Agbenyo et al., 2017).

The targeting approach to social protection is noted by Barnett et al. (2004) to be more efficient, less costly, and of higher quality whilst EPRI (2011) indicates that targeting saves money and reduces inclusion error of the universal approach whereby benefits are transferred to people not poor.

Thus, an effective targeting system ensures that scarce resources are given to those who are really in need, making social protection benefits extended with the required quality due to relatively few numbers of beneficiaries (Barnett et al., 2004). Notwithstanding the huge benefits associated with the targeting approach to social protection, there exist some laws associated with it, among which include, type I error whereby benefits are denied of those who really need them and, type II error where benefits are paid to people who do not deserve them. These errors are also known as inclusion and exclusion errors (EPRI, 2011). Huge administrative cost is another problem associated with targeting since it requires personnel, skills, time, and money and finally, targeting is again associated with a social cost which comes in the forms of stigmatization, possible deteriorating community cohesiveness, potential and gradual elimination of informal support linkages (Agbenyo et al., 2017).

## **2.5 Conclusion**

In social protection literature, the concept of citizenship is virtually a new phenomenon, still in its embryonic stage and therefore requires more exploration to determine how social protection can influence and shape the notion of citizenship among the poor and vulnerable groups in low and middle-income countries particularly in Sub-Saharan Africa.

According to the explanation of Gough & Wood (2004), earlier studies undertaken have recounted that the cherished welfare schemes in Sub-Saharan African countries were now insecure due to the failure of states in fulfilling their obligations. Thus, this reechoes the fact that, the traditional family and community support systems are disintegrating and vulnerable citizens increasingly require state assistance. Therefore, states require stronger approaches to establish the desired positive state-citizen relation (Oduro, 2015).

This, therefore calls for the state to adopt approaches towards extending social provisions to the poor and for the entire citizens. The observation resonates with Marcus (2004) argument that the ascendancy of social protection interventions should assume new roles towards varying the relationship between states and citizens. Again, studies have hypothesized that the state-citizen relationship can be strengthened based on the ability of the state in providing for its citizens in times of need (PASGR, 2013 cited in de-Graft Aikins, Alidu, Aryeetey, Domfe, Armar & Koram, 2016). For example, a study by Oduro (2015) on LEAP and citizenship in Ghana found that the programme created interfaces that reinforced state-citizen interface and served as likely possibilities for reintegration. Within this context, a broader study on social protection specifically, conditional cash transfers (LEAP) and social health insurance (NHIS) and citizenship are much desired so as to provide a broader understanding and perspective on social protection and citizenship. This broad view will also offer an opportunity for the study to seek answers to the research questions and thereby, achieve the desired study objectives. Findings from the study will ultimately help add up to the literature on social protection and citizenship thereby filling the gap of limited literature in this regard.

## **2.6 Theoretical/ Conceptual Approach**

### **2.6.1 The Theory of Justice**

The theoretical underpinning to which this study is situated is the justice theory. The concept of justice has been variously defined and explained by several scholars. Justice in the explanations of scholars such as Dinbabo (2011); Elkins (2007); and Gorevitz (2001) connotes the values of equity, equality, objectivity, fairness, rightness, and impartiality.

Empirically, within the realm of political and moral philosophy, justice as a concept is a critical and key aspect that has been subjected to intense scholarly debates. Also, a number of theoretical propositions have emerged from varied philosophical schools of thought all in a bid to offer more elaborate and comprehensive explanations and inside to the concept of justice. One such major theory is the Rawls theory of justice.

### **2.6.2 Main idea of the Justice Theory by Rawls**

Rawls (1971, 2014) theory of justice is a philosophical theoretical construction based on social contract tradition as espoused by earlier scholars such as Locke, Kant, and Rousseau (Storelli, 2008). Rawls theory of justice seeks to provide an understanding of justice as a virtue of social institutions and thereby, explain the principles of how society should be structured, how basic rights and duties should be assigned to individuals, and how social and economic benefits be distributed to members of society (Juliana, 2002 cited in Dinbabo, 2011). The aim of Rawls theory is espoused basically to defend the liberal and egalitarian concept of social justice and to offer a viable theoretical alternative to the concepts of utilitarian and intuitionism which for a very long time has dominated the philosophical understanding and discussion of the concept of justice (Rawls, 1971; 2014).

Rawls in his concept of justice posits that justice plays pivotal roles in the determination of social cooperation among individuals in society. Centrally, justice in creating a viable human community is evident in the fact that “each person possesses an inviolability founded on justice that even the welfare of society as a whole cannot override” (Rawls, 1971:3).

Thus, a just society is one in which all individuals possess equal rights and liberties not subjected to political bargaining or the dictates of social interest; injustice towards any particular group of individuals in a society is only justifiable when it is necessary and essential to prevent further and greater injustice (ibid).

Further, Rawls acknowledged the fact that many different things are believed to be just and unjust. For example, institutions, laws, judgments, social systems, and imputations. The major focus of Rawls theory is founded on the concept of social justice. In a similar vein, Rawls postulates that “the primary subject or objective of justice is the basic structure of society or more so, the way in which the major social institutions distribute fundamental rights and duties and determine the division of benefits from social cooperation” (Rawls, 1971:2). This way of viewing justice has been termed as “justice as fairness” by Rawls. This does not connote that justice and fairness are identical but that, the principles of justice are agreed to under fair conditions by individuals who are in a position of equality otherwise referred to as the original position. Rawls further explains that, rather than a real-life situation, the original position should only be assumed as a purely hypothetical situation considered to posit a convinced notion of justice (Ibid).

More so, in the hypothetical situation described above, Rawls further postulates that two main fundamental principles are critical to guaranteeing a just and morally acceptable society. The first principle dictates that, “each person should possess equal rights to the most extensive basic liberty compatible with a similar liberty for other” whilst the second principle on the other hand points to the fact that, “social and economic inequalities should be arranged to ensure that they are both (a) reasonably expected to be to everyone’s advantage, and (b) attached to positions and offices open to all” (Rawls, 1971: Pp.406). Evidently, whereas the first principle defines and ensures equal liberties of citizenship, the latter focuses on the distribution of income and wealth to advantage all individuals in society and at the same time, also advocate for equal opportunities in advancing into offices of authority (Ibid). These two principles to Rawls are very essential and fundamental to ensuring justice and which in the explanation of Storelli (2008:49) must, therefore, be used to “assess the actual justice of social institutions”.

Conversely, just like other theories, a number of criticisms have been made against Rawls theory of justice. Scholars including Cohen (2008); Zuckert (1981); and Rasmussen (1974) are noted to have raised questions and critical commentary on Rawls justice theory. According to Rasmussen (1974), by conditioning the concept of “rights” upon its usefulness to the rest of society, Rawls indirectly admits that rights constitute a privilege given to a person but not something that a person possesses because he is a person, a view contrary to his own theory. Similarly, Zuckert (1981) also indicates that, some careful attention needs to be paid to the basic structures of Rawls logic, and that when this is done, Rawls own principles of justice are unable to fulfill the criteria of justice as posited.

Cohen (2008) on the other hand, states that Rawls theory of justice increasingly conflates the concept of justice with other concepts or rules of social regulation and as a result does not posit clearly the understanding of the concept of justice. However, the elimination of those confluences brings justice closer to equality (Ibid).

Consequently, the researcher agrees on the Rawls theory of justice to have clearly provided a strong basis for understanding the impact of state-led social protection interventions on citizenship, especially those that focus on fairness and equity in the distribution of national resources as well as those that center on the alleviation of the plight of the vulnerable in society. These principles give the opportunity to the vulnerable to view themselves as a part of their communities and thereby influencing their citizenship notion with regards to how they view and relate to the state. This positive view that citizens have about the state depicts how they relate to the state through relevant state institutions.

### 2.6.3 Applicability of Rawls theory of justice to the research context

Within the field of social protection, Rawls theory of justice could best be positioned within the rights-based approaches. In the development perspective, the rights-based approach in the explanation of Boesen and Martin (2007) refers to the process of realizing the human rights and freedoms of citizens. Thus, it conceptualizes development as an inalienable right that must be enjoyed by all individuals irrespective of their economic class and social statuses. The state is therefore seen as possessing the moral responsibility of creating distributive systems that will ensure the realization of the welfare of all groups especially, the poor, aged, vulnerable, orphan children, disabled, and the marginalized in society (Ibid).

Within the context of this study, Dinbabo (2011) is of the view that Rawls theory of justice is best positioned to illustrate the main characteristics of welfare based principles and thus, provides a good context for assessing social protection and citizenship using the case of the LEAP and NHIS programmes. Therefore, in line with Rawls view on the basic structures of society, this study acknowledges the fact that some deep inequalities exist within the Ghanaian society manifested through the various classes of individuals such as the poor, rich, middle class, and the extremely poor.

Again, Rawls posits that all individuals in society irrespective of their social standing must possess equal rights and liberties and more so, benefit from social and economic advantages present within society. National wealth and income must be properly redistributed in a manner that will advantage all citizens in a society which will to a greater extent contribute to citizenship recognition and give the vulnerable the opportunity to equally access basic essential social services. Therefore, from the perspective of the Rawlsian theory of justice and in view of the fact that social protection in Ghana is mainly financed through government revenue in the case of the LEAP programme and, the creation of exemptions from the payment of premiums by some category of people in the case of the NHIS programme can all be effectively conceptualized as very pivotal mechanisms for income and wealth redistribution in society.

The effective and efficient income and wealth redistribution have an ultimate goal of ensuring that the vulnerable in society are given the required opportunities to feel and have a sense of belonging and recognition and also, extend justice through fairness and equity to the vulnerable groups in society.

Based on this theoretical background, the study seeks to study social protection and citizenship using the case of a LEAP and NHIS programmes in the Chereponi District in the Northern Region of Ghana. The theory of justice as postulated by Rawls is therefore perfectly situated for the study since the ultimate goal of Ghana's social protection policies is to ensure justice and equity in society. Also, the various principles and values of equity, equality, objectivity, fairness, rightness, and impartiality as enshrined in Rawls justice theory have the tendencies of effectively influencing and shaping the notion of citizenship, the sense of belongingness of citizens and, help greatly in establishing social cooperation and prevent tumultuous kinds of relationship between the state and citizens particularly, the vulnerable. There is the tendency for citizens to portray a positive relationship with the state when equity and justice are perceived by all especially, the most vulnerable and extremely poor groups.

## **2.7 Conclusion**

In closing, it is necessary to emphasize that the theoretical framework discussed above is in an attempt to explain how social protection interventions in Ghana could be viewed from the justice-based approach. Most social protection programmes globally and for that matter, the case of Ghana's LEAP and NHIS are designed to assist vulnerable families in addressing their poverty and socio-economic risk. The idea of having justice-based programmes that ensure that benefits get to those in need is very important to reduce the incidence of inequalities and promote positive state-society relations.

As such, to ensure that benefits of such programmes reach the intended beneficiary families and households, it is critical that social protection programmes are implemented through accountable and transparent channels involving state and non-state actors in exercising authority for the benefit of the general public and ensuring equity and justice so as to promote cordial coexistence among citizens and also between citizens and both state and non-state institutions.

## CHAPTER THREE

### 3.0 Research Methodology

The chapter looked at how data was collected and managed for analysis in order to draw meaning from the findings of the study. Primary data was collected mainly from beneficiaries of LEAP and NHIS made up of caregivers, people with disability and the aged. Also considered were the focal persons for both LEAP and NHIS. Interview guide was the main instrument used in collecting primary data. The study population was selected based on a purposive sampling technique whilst purposeful random sampling and convenient sampling methods were used to get the actual number of respondents. The use of a purposeful random sampling was due to the fact that, the purposive sample population was too large to include everyone in the study. Alternatively, the use of convenient sampling method was also to ensure the selection of respondents due to their accessibility and/or closeness to the researcher.

The remaining sections of the research methodology chapter include components such as study area, research paradigm, research design, study population, sampling methods, data collection procedures, data collection instruments, data management and analysis, ethical considerations, study limitations, and the chapter conclusion.

### 3.1 Study Area

The Northern Region is made up of twenty-six administrative districts of which Chereponi District is part. The district was carved out of the earlier Saboba/Chereponi District in October 2007 and inaugurated on February 29, 2008, under Executive Instrument Eleven (EI 11).

The geographical location of Chereponi district is between latitudes  $10^{\circ} 10''$  and  $10^{\circ} 20''$  N eastwards and longitude  $10^{\circ} 10''$  N and  $10^{\circ} 20''$  northwards. The district shares boundaries with four main districts namely, Gushegu District to the West; Bunkpurugu-Yunyoo District to the North; Saboba and Yendi Districts to the South and South-West and The Republic of Togo to the East bordered by the River Oti (GSS, 2014).

The total landmarks of the District approximated at about 1,374.7 Sq. km with a total population size of about 53,394 of which about 40 percent are males and about 51 percent are females. Agriculture is the dominant economic activity in the district and plays very important roles in the economic development (GSS, 2014). The district is estimated to have a total of below 10,000 poor persons, a poverty incidence of 30%, poverty inequality of 30% and, a poverty depth of 5% (GSS, 2015). The district started to benefit from social protection interventions of government since the year 2008 and has a total of about 1,825 number of beneficiaries (Social Welfare officer). The district is inhabited by two main tribal groups (Anufor and Konkombas) with varied but similar cultural values and practices. This cultural values and beliefs of the people influence greatly their behaviors, beliefs, dressing and other attributes which have a direct influence on their socio-economic development.

The dependency ratio of the district is about 118.71 indicating that, out of every hundred persons of the working class, there are about 119 dependents putting much pressure on the working population in the district (GSS, 2014).

### **3.2 Research Paradigm**

Research paradigm in the explanation of Kuhn (1990) refers to the various set of procedures, standards, and beliefs followed by members of a scientific community which shapes the sort of questions researchers seek to address and their associated justifications. Other authors (Guba, 1990; & Creswell, 2007) also explain research paradigm to reflect the underlying views and principles that guide the deeds/ behavior and practice of a researcher or an inquiry. For the guidance of the actions and inactions of researchers, Creswell (2007; 2013) recognized four main logical molds assumptions namely; Participatory, Pragmatism, Positivism, and Interpretive.

For the purpose of this study, the interpretive assumption was adopted as the research paradigm which according to Creswell (2007), embraces the varied personal interpretations and understandings that individuals build up through their experiences encountered in the world they live and work. Thus, researchers are obliged to make meaning out of the multiples of views collected from the field since individual experiences are varied and multiple.

Contrary, the positivist's approach is built on the assumption that, there exists a natural truth (reality) which only needs to be revealed, whilst advocates of constructionism also contend that truths are meanings that come into existence as a result of our engagements with other realities of the world. This is summed up by Crotty (1998: 9) that, “meanings are not discovered, but socially constructed”.

The main argument of the constructionists is that understanding existing historical and cultural contexts in which people live and work will facilitate an understanding of how their background nurture their analysis of the phenomena under study. In order to attain the purpose of this study, the interpretive assumption was deemed suitable to understanding the nature and impact of social protection (LEAP and NHIS) in influencing beneficiary's notion of citizenship, their sense of belonging and the establishment of state-society relations. All these were attained within the cultural and historical settings of beneficiaries and the way they perceive the LEAP and NHIS. The interpretive paradigm helped in ensuring that vital information regarding the varied experiences and knowledge of respondents with regards to social protection and citizenship were gotten while they were in their natural setting.

### **3.3 Research Approach/ Design**

The prime purpose of the study was to investigate social protection and citizenship using the case of LEAP and NHIS to ascertain how they shaped beneficiaries notion of citizenship and how they also influenced the building of a cohesive beneficiaries-community relationship and also, enhance social cooperation between the state and citizens in the Chereponi District. A qualitative approach was adopted to help offer an opportunity for the study to make vital discoveries to the varied meanings and understanding that people assign to phenomena while living in their natural environments (Neuman, 2013; Denzin & Lincoln, 2005, p3; Boateng, 2016).

### 3.3.1 Qualitative Research

The need for qualitative research is emphasized by Mohr (1995), who posits that qualitative research is effective in obtaining culturally specific information about the values, opinions, behaviors and social context of a particular population. Creswell (2013, pp. 47-48) posits that “we conduct qualitative research because a problem or issue needs to be explored; we also conduct qualitative research because we need a complex, detailed understanding of the issue”. Also, qualitative research approach in the view of Patton (2002) refers to the efforts made to understand circumstances in their distinctiveness as part of a particular context and the connections that exist. The importance of the qualitative research approach for the study was to help generate an understanding of the power of social protection interventions (LEAP & NHIS) in influencing the citizenship notion of the vulnerable and their sense of belonging to a community and state, empower citizens to voice out their views and soften the power relationship that existed among people and between the state and citizens (Creswell, 2007).

Finally, a qualitative research technique was used with the intent of determining the impact of social protection interventions in fostering the sense of belonging of beneficiaries. The focus was, therefore, on understanding the nature of contributions, and impact of LEAP and NHIS to citizenship building as perceived by respondents. This offered an opportunity for the researcher to interact very well with the study subjects in their own environment, language and terms so as to appreciate the nature of the contributions, the extent to which these contributions have contributed to recognizing the poor and vulnerable in society.

Again, undertaking the study, a case study design was employed due to the qualitative research approach adopted in soliciting the experiences and knowledge of beneficiaries of the two interventions in seeking answers to the research questions and attaining the research objectives. A research design from the explanation of Creswell (2013) refers to the various plans and procedures adopted and covers the stages of making decisions, assumptions, and the determination of the methods of data collection and analysis.

The existence of a multiple truth and a natural setting is the fundamental element critical to qualitative approaches, and the ideal approach to attaining the varied views of respondents was to go and interact with respondents in their natural settings through a case study design (Denzin & Lincoln, 2005; Guba & Lincoln, 1988). A case study is an empirical inquiry that examines phenomena in-depth within their real-life setting and context without clear boundaries (Yin, 2009). Alternatively, a case study is a type of qualitative research suitable for studies that require in-depth information regarding phenomena or issues within a time period limited for carrying out a large-scale survey (Babbie, 2013).

### 3.3.2 Weaknesses of Qualitative Research

Weaknesses faced with the qualitative research approach included, respondents misunderstanding the notion of the study which had the likelihood of affecting the findings of the study. This challenge was, however, dealt with by ensuring that proper education and explanation was given in the local dialect to respondents for a clearer understanding of the research questions. Again, qualitative studies have a weakness of not been able to generalize findings since phenomena and contexts vary.

But however, findings could be generalized if contexts and phenomena are the same in that, results of the case from sampled respondents could be applied and make it possible for lessons to be learned from the sample (Katsirikou, 2013). The situation where there is a lack of knowledge as to which variable to control in qualitative studies could be addressed through persistently directing the attention of respondents to the principal components of the research questions to be asked during the study.

### **3.4 Study Population**

The population for the study included inhabitants of the Chereponi District who were beneficiaries of LEAP and NHIS. Study population according to Ruben and Babbie (1989) is the aggregate of elements from which the sample is actually selected.

Some relevant officials associated with the implementation of both LEAP and NHIS programmes in the district were also contacted to solicit relevant information. These officials comprised of the focal persons and the social welfare officers from the Department of Social Welfare and Community Development in the District.

### **3.5 Sampling Method**

#### **3.5.1 Sampling Technique**

To achieve the objectives of the research, respondents were selected using convenient and purposive sampling techniques. Convenience sampling according to Creswell (2009) is a non-probability sampling technique whereby respondents are selected due to their accessibility and/or closeness to the researcher. Purposive sampling was also used because the purposive sample was selected based on some appropriate characteristics.

A sample is a small set of respondents selected by a researcher from a large pool and generalizes the findings to the entire population (Neuman, 2013).

This points to the fact that, the sample being a subset of the entire population (Boateng, 2016), reflects the features of the population and can be used in some cases for very good generalizations if done properly. The technique of sampling was therefore very critical to the study in that, it had a bearing and contributed to ensuring the quality of data sourced. For this reason, the sample for the study was carefully selected to ensure that they were a true representation of the whole population of beneficiaries (Neuman, 2013).

### 3.5.2 Sample Population

The sample population for this research comprised of 33 respondents. The choice of a sample population of 33 is buttressed within the limits proposed by Creswell (1998). In qualitative research, there are no specific coded rules in the determination of an appropriate sample size thus, the sample size could be determined by virtue of considering some major factors including; the time period stipulated, the available resources and the research study objectives (Patton, 1990 cited in Creswell, 1998). This constituted the categories of caregivers, PWDs, and the aged. Other respondents included the focal persons and the district social welfare officer from the department of social welfare and community development. All respondents were be selected purposely so as to ensure that the actual beneficiaries and officials directly involved in the implementation got interviewed for the study (Yin, 2009) due to their experiences and knowledge of the interventions. Also, there are still no one concrete answers to the question of “how large does my sample size have to be?.

This question, therefore, remains a critical and the most asked by social researchers and, the answer usually falls within the ‘it depends’ category (Boateng, 2016; Neuman, 2013).

A large sample for most social research does not give a guarantee of the accuracy of results but rather, what matters most is ensuring a representative sample. The choice of a sample of 33 is against this background and understanding.

### **3.6 Data Collection Procedure**

In making the best for this study, data were sought mainly from primary sources and complemented with information from secondary sources. This ensured that evidence gathered from the field were juxtaposed with existing literature to see if there are variations and confirmations to some critical issues of debate within the area of social protection and also, to identify emerging findings from the study all in the quest to attaining the study objectives and answering the correspondent research questions.

#### **3.6.1 Primary Source**

Primary data were obtained through a qualitative research method using semi-structured interviews. In gathering data, open-ended questions (interview guides) were used to collect information from respondents which allowed them the opportunity to express themselves and share their experiences, feelings, and thoughts concerning LEAP and NHIS impact on their notion of citizenship. To facilitate data collection, there was the need for some interpreters within the community.

### 3.6.2 Secondary Source

The study resorted to reviewing existing programme documents and records from various source. Documents such as the LEAP and NHIS policy documents, published books, articles, journals, relevant studies by individuals and groups were consulted.

## **3.7 Data Collection Instrumentations**

A Research instrument refers to the methods or technique employed in eliciting required data for a study. The primary instrument of data accumulation utilized by this research was the semi-structured interview guides.

The credibility of a research relies upon the instruments of data gathering adopted. The tool deployed for the study turns out to be more proper and appropriate for the research considering the importance and credibility attached to good data collection instruments.

In-depth interviewing is a qualitative research technique which involves conducting intensive one-on-one interviews with a small number of respondents to explore their perspectives on a particular idea, program, or situation (Boyce, 2006).

Further, in-depth interviews are useful when detailed information's are needed for exploring a new phenomenon. Outcomes from interviews conducted offered more complete pictures of the phenomenon under study in its natural setting.

### 3.7.1 Tools for data collection

Interview guide was the main tool used for this study with open-ended questions which helped gather in-depth responses on the subject matter of how LEAP and NHIS impacted in shaping beneficiaries notion of citizenship. The formulation of these questions were guided by the general and specific objectives of the study and in line with the research questions and the literature review.

### **3.8 Data Management and Analysis**

Effective and efficient data management was achieved through the design of a data administration plan. Thus, the plan guaranteed data security and prevented data loss. It also facilitated data arrangement under identified themes and guided the analysis and discussion of findings. The data administration plan involved data recording, data categorization, data storage, data retrieval and data security. Interviews were conducted with the use of interview guide which were arranged in different themes catching the principal objectives of the research or the various research questions.

Findings from the in-depth-interviews were transcribed, categorized and assessed specifically in relation to the themes; in a way that plainly addresses the research questions.

### **3.9 Ethical Considerations**

The consent of all respondents were sought before the start of the study. These included all beneficiaries and focal persons of LEAP and NHIS to be contacted. Education with regards to the outcome of the study was also given to all respondents.

Thus, spelling out the purpose of the study and their fundamental human rights and letting respondents know that the purpose of the study was purely academic. This was achieved by way of showing evidence in the form of a letter of introduction issued by the Department of Public Administration and Health Services Management, University of Ghana Business School. Participants were assured confidentiality of information to be gathered and that, it would be used only for the purposes of the study and not directly associated with them individually now or in the future.

The study as much as possible avoided plagiarism through ensuring that all works cited were duly and appropriately acknowledged.

### **3.10 Limitations**

The study faced major hindrances such as language barrier, inaccessible data on the implementation of LEAP and NHIS in the study area, inaccessibility of some beneficiaries due to their locations and farm activities. The study was carried out with the help of field interpreters due to the language barrier, which involved high monetary cost. Despite all these hindrances, the research adopted the necessary strategies so as to obtain the needed information for the study.

### **3.11 Chapter Conclusion**

The study adopted a qualitative research approach, and data was gathered using interview guides with open-ended questions. The choice of this method was to ensure reliability and validity of findings. Respondents for the study were selected using both purposive and convenience sampling techniques.

The respondents comprised of beneficiaries of LEAP and NHIS, officials of the social welfare department and focal persons for the interventions were also be selected for interview. Information collected from respondents were categorized under themes for easy discussion and analysis with a major focus on attaining the research objectives through answering the research questions. The analysis of findings from the study was done using the interpretive philosophical assumption whereby meanings were made from the varied responses that respondents gave during the various one-on-one interview sessions.

## CHAPTER FOUR

### **4.0 The LEAP Cash Transfer Programme and State-Society Relations in Ghana**

The main aim of social protection interventions such as the LEAP cash transfer is to end gradually the cyclical nature of poverty. Besides the poverty alleviation potential of Ghana's LEAP cash transfer programme, this study assesses the extent to which the intervention can influence and shape the notion of beneficiaries with regards to citizenship and their sense of belonging, how it promotes cohesive state-citizen relationship, and contribute to the involvement and participation of beneficiaries at the local level.

In exploring the views and perception of respondents with regards to the LEAP programme and citizenship, thirty respondents were interviewed within the Chereponi district. Respondents were composed of both men and women of the various categories of beneficiaries including the aged, disabled, and caregivers. Other respondents who were interviewed included the district social welfare officer as well as two focal persons in the district.

This chapter present the findings of the study under various thematic areas as follows: state-citizen relationship and beneficiaries participation, community recognition, involvement and participation of beneficiaries, beneficiaries awareness of being part of the LEAP programme, conditionalities attached to the LEAP programme, mediums of interaction generated between the state and beneficiaries, the role of the LEAP in reintegrating beneficiaries into community life and, challenges of LEAP that hinders

citizenship in the Chereponi District. Finally, the chapter will be concluded with a summary of major findings on the LEAP programme and citizenship.

#### **4.1 State-citizen relationship and beneficiaries Participation**

A positive state-citizen relationship is very vital and necessary to ensure the realization of peaceful coexistence which can be attained through the extension of social services to all sections and groups of citizens most especially, the vulnerable and indigent in society in an attempt to promote equity and fairness. A situation whereby the state is seen or regarded as not being responsive to the plight and needs of its citizens make them feel disregarded and not seen as citizens of the country. As Kabeer (2005) asserts, the exclusion of some groups and categories of people within society from their access to social services often lowers them to the position of ‘lesser citizens’ or ‘non-citizens’. If various governments do not undertake interventions to aid the vulnerable and indigent in society in terms of their access to vital social services, their situation in terms of poverty and vulnerability will worsen further and invariably affect their notion with regards to citizenship. This situation will negatively affect the quality of state-citizen relationship since individuals are sensitive to equity issues.

Evidence from the field revealed that the LEAP intervention created that confidence among beneficiaries that the state was being responsive to their plights and thereby, brought them closer to the state. The state is also seen as being sensitive to their concerns and gave them a sense of recognition and belongingness to their communities and Ghana at large.

All beneficiary respondents interviewed attested to the fact that through the monies received, they were empowered economically and socially and felt they were enjoying their portion of the national cake. Respondents also expressed their happiness and stated that they were now being recognized by Ghana government through the cash grants given them which most of them indicated was a way the government sought to bring about justice and equality to all citizens in the country. Roberts (2012) and Dean (2010) note that social protection interventions especially, the conditional cash transfers are major sources of fundamental state-citizen relationship which inexorably affects the quality of citizenship. Thus, citizens through cash transfers are able to depict how they related to the state.

Field evidence again showed that the LEAP intervention actually gave beneficiaries recognition, making them have a positive relationship with the state as being committed to bringing about equity and justice in the Ghanaian society. These findings also support Barrientos (2011) and Oduro (2015) assertions that social protection creates inclusive and sustainable development pathways through the liberation of people from the fear of poverty and deprivation. Below are paraphrases of what some of the beneficiaries said with respect to their relationship with the state as a result of the LEAP intervention:

*The government has done well for the money he is giving me. It has made me feel that Ghana is now my home, the government is not happy some people are suffering whilst others are enjoying and he wants us the poor people who are old to also feel that Ghana is our home and that Ghana didn't forget us. (Male beneficiary, December 2017).*

*I feel very happy and I now have the spirit that I belong to Ghana and that the voting I have always done as a citizen is now rewarding me to also have a portion of the national cake. Now I have great hopes of getting something small from the government to also take care of my needs. I am very happy. (Aged Female beneficiary, December 2017).*

The responses that were gotten from other respondents were similar to the above which is indicative of how the LEAP intervention has brought happiness and hopes to the poor and vulnerable and has actually attained great success in changing the relationship between the state and the ordinary Ghanaian. All beneficiary respondents showed high hopes in the state as committed to addressing their difficult situations making them feel as better citizens. Juxtaposing the responses gotten from respondents with that of the available literature, it buttresses the stands by Rawls (1971) in his theory of justice that, all individuals in society irrespective of their social standing must possess equal rights and liberties and more so, should benefit also from the social and economic benefits in society. In the Chereponi District, the LEAP intervention has brought the recipients closer to the state and has given recognition to their poor living conditions and also, served as an avenue for their interaction with the state through the activities of the district social welfare officers, focal persons and the district assembly at large.

#### **4.2 Community recognition, involvement, and participation of beneficiaries**

Another area of importance that the LEAP intervention has contributed towards citizenship is the promotion of community recognition of beneficiaries, through their involvement and participation at the local level.

Respondent beneficiaries indicated that the intervention of LEAP came and gave them more recognition through enhancing their involvement in all activities especially, in community durbars usually held at the chief's palace or the youth leader's house. Some respondents also made mention of the fact that, they were now involved in drawing development plans by the district assembly officials.

Critically analyzing the responses of respondents showed that LEAP actually came and renewed their engagement and recognition in their respective communities. Respondents also made mention of the fact that, LEAP gave them the means and opportunity to again attend social gatherings such as weddings, naming ceremonies, and funerals among others in their various communities and are able to make some little donations out of savings they make from the LEAP grant to friends and family members who have such gatherings which previously most of them could not afford to do.

Economically, the evidence from the field revealed that most beneficiaries resorted to investing their grants into rearing goats, fowls, guinea fowls and the purchase of donkeys for commercial activities to raise more funds to augment the grant in catering for their families and fulfilling their basic needs. Below was a response respondents made regarding their recognition, involvement, and participation at the local level.

*People within this community recognize me a lot even though I am disabled. I now have the opportunity to sit with officials of government from the district assembly and they listen to our concerns. I also now have the opportunity to go to the district assembly if I have some challenges and concerns and I can even take*

*the phone and call the social welfare officer and the focal person to lay my concerns. (Disabled male beneficiary, December 2017).*

Speaking on the issue of the LEAP intervention promoting community recognition, involvement, and participation of beneficiaries, the district social welfare officer stated emphatically that, the LEAP actually brought about renewed community recognition of the beneficiaries and has resulted in the enhancement of their involvement and participation in community activities.

*The level of participation of the beneficiaries has been greatly enhanced so as their recognition and contribution towards community service. For example, in terms of recognition, community members respect the beneficiaries and most people even aspire to be part of a LEAP. Beneficiaries can call my office and ask questions and at times give complaints concerning the programmes or, they can come to the district assembly and I sit in my office with them to discuss issues concerning the LEAP. I also ensure that the district assembly officials involve the beneficiaries in all activities in the various communities, especially during plans preparations. (District Social Welfare Officer, December 2017).*

The evidence from the field with regards to how the LEAP intervention has contributed greatly to enhancing community recognition of beneficiaries, their involvement and participation in both social, economic and political activities in terms of developmental planning is a very positive step towards attaining positive state-citizen relationship which is key to attaining developmental priorities of every nation.

This findings from the study are in consonance with the assertion of scholars such as Ulriksen and Plageron (2014) who made the observation that social protection interventions can provide the means through which the poor can participate in society economically, politically and socially thereby, building a coherent relationship between the state and its citizens.

#### **4.3 Beneficiaries awareness of being part of LEAP and whether it's a right or favor**

Again, the study delved into the area of the rights of citizens particularly, the beneficiaries of LEAP in the Chereponi District. This study sought to find out from beneficiaries why they were part of the LEAP intervention and as to whether they saw it as a right due them or a favor from the government. Findings from the study revealed great awareness among respondent beneficiaries as to why they are benefiting from the intervention. Respondents gave reasons such as being aged, disabled and or caregivers coupled with their poor and vulnerable living conditions as some of the reasons why there were made part of LEAP in the district. Responding to the part of the study which sought to ascertain whether LEAP was perceived as a right due beneficiaries as Ghanaians or as a favour done them by government, respondent beneficiaries acknowledged that the intervention was a favour from the government to them because of their poor living conditions, and also, an attempt by government to ensure equity and justice in the Ghanaian society. Thus, beneficiaries regard the intervention as some sort of assistance and charity gave out to them by the government to ease their deplorable state of living in abject poverty. Below are paraphrases of responses that were given by some respondents in this regard as to why they are part of the beneficiaries of LEAP and as to whether it's a right due them or a favor from the government.

*I am benefiting from the LEAP because I am an old man and I don't have anybody who will help me. That's why the government came to help so that my suffering will reduce so that at least I can also afford some money to buy food and clothing. The government is helping me because I am not doing any work and he is paying me money. If the government want to stop helping me, I will go and beg him so that he will not stop it. (Male beneficiary, December 2017).*

*I am benefiting from the programme because of my disability (blind man) and my inability to do any work and earn income to take care of my wife and three children. The government is helping me and if he wants to stop it I will go and beg so that they will leave it so that I will continue to get the money and feed my family. (Male beneficiary, December 2017).*

The above responses were similar to other respondents view. Respondent beneficiaries understood why they are benefiting from the government social protection interventions of LEAP in one way or the other but, when it came to the aspect as to whether they regarded the programme as their right as Ghanaians or a favour from the government, they were all of the view that it was a favour that the government was doing them. This view and perception of the respondents regarding LEAP clearly goes contrary to the views of scholars such as Bryant (2009) and Künnemann & Leonhard (2008) who are of the view that, beneficiaries access to social protection interventions are unavoidable and undeniable right which they are obliged to demand from the state and should not be seen or regarded as “beggars” or dependents since the primary goal of providing such social services is geared towards strengthening families and safeguarding their rights.

The district social welfare officer on the issue of whether the programme was a right due to beneficiaries as citizens or a favour from the government, he asserted that;

*The LEAP programme is a right due to beneficiaries which they can demand from the state but this depends on the kind of beneficiaries that one is faced with. If the beneficiaries have some level of education, they see it more as their right and will actually protest if the government decides to abolish it like it happened to me when I was in Gushegu district where beneficiaries were registered close to almost one year and never got paid, they mobilized and came to the district assembly to demand answers for that. But in other areas where the majority of beneficiaries or almost all of them are illiterates like we have in this district, they see the programme more of a favour that the government is doing them. (District Social Welfare Officer, December 2017).*

The evidence from the field on the issue as to whether social protection interventions such as LEAP extended by government to citizens is a right or a favour, varies greatly from literature in that, all empirical literatures reviewed in this dimension of social protection programmes such as the LEAP being a right or favour to beneficiaries, corroborates that such provisions were undeniable rights of citizens that the state and governments ought to provide particularly, to the indigents and vulnerable groups within society (Ferguson, 2015 cited in Sabates-Wheeler et al., 2017; Bryant, 2009; Künnemann & Leonhard, 2008). Probing further the evidence from the field as to why respondent beneficiaries all regarded the LEAP as a favour from government contrary to literature, it could be seen that there exists a lack of understanding due to high illiteracy among the beneficiaries which the social welfare officer also stated with an example to illustrate

between two varied district in which he served as social welfare officer. It is therefore required as a policy approach to establish legal and institutional frameworks to serve as interfaces for government-citizen relationship thereby, giving a clear constitutional recognition and acknowledgement of the rights of vulnerable groups (Sabates-Wheeler et al., 2017) as it exists in countries such as; Brazil, South Africa and also, the case of Zimbabwean Harmonized Social Cash Transfer (HSCT) where investigations are being undertaken to identify possible ways by which the programme beneficiaries could be sensitized in understanding and appreciating their rights.

#### **4.4 Conditionalities attached to the LEAP**

Furthermore, another major area of debate that the study gathered evidence is regarding the perceptions of beneficiaries about the conditionalities attached to social protection interventions specifically, LEAP as a cash transfer approach. Within empirical literature, there are two divides with regards to the appropriateness of conditionalities attached to social protections interventions (LEAP). Some scholars such as Farrington et al. (2007) and Son (2008) are of the view that conditions attached to such programmes were against the free will and preferences of beneficiaries and therefore, demeaning to the rights and sense of belonging and citizenship particularly the indigent and vulnerable. Other scholars such as Lund et al. (2009) and Schubert and Slater (2006) hold the view that, conditionalities attached to social protection interventions were good and that, they only serve to ensure that the benefits of such programmes trickle down to their intended beneficiaries in society. Evidence from the field showed a high level of awareness among respondent beneficiaries regarding the conditionalities of the LEAP programme as they acknowledged that, the conditions guide them in spending and utilization of the grant

they receive. Respondent beneficiaries affirmed that the conditions were not demeaning upon their rights and sense of belonging which agrees to the side of literature supported by scholars such as Lund et al. (2009) and Schubert and Slater (2006) that, the conditionalities were good and not disparaging upon the rights of beneficiaries in the utilization of the grant. Below were some responses that beneficiaries gave;

*The conditions the government put on the programme is very good because it makes us use the money for good purposes. The government cares about us and want us to use the money in ways that will help us and not spend unnecessarily like, using it on drinking alcohol, smoking and buying cola. (Male beneficiary, December 2017).*

*The conditions the government give us is very good because even they tell us how to spend the money. It guards me against the unnecessary spending of the money. The conditions are not against what I want to, they are good and will ensure that one day me too I will look at what I use the money for and be proud. (Female beneficiary, December 2017).*

Responding to the issue as to whether conditions were good and necessary for the LEAP, the district social welfare officer also acknowledged that the conditions were playing a vital role to ensuring that the monies beneficiaries received were utilized very well for their own good even though they were in contrast to what some of them would love to use it for if they had the free will.

The good use into which beneficiaries put the grant gives them more sense of belonging to their communities because they also own some valuables like poultry and animals in which some of them actually invest savings from their LEAP money.

*The conditions government put on the intervention are intended to make sure that the purpose of the interventions are attained and that is, to reduce poverty and reduce the inequality gap. Without the conditions attached, some beneficiaries will just take the money and spend recklessly and the poverty levels will still remain the same.*

*During monitoring exercises, it was found that beneficiaries really are adhering to the conditions which visibly manifested in the school attendance rates, their patronage of the health insurance and also, records from the births and deaths registry. They are very happy about the conditions and at times do tell us by themselves that if not for the conditions, some of them would not use the monies for any good course. (District Social Welfare Officer, December 2017).*

The whole argument and debate as to whether the conditions associated with social protection interventions such as LEAP are required or not, and the accusations of it demeaning preferences of beneficiaries, and also leading to undesirable spending resulted to Slater (2011) referring to it as being the most controversial part of social protection interventions. Evidence from this study in the Chereponi District revealed that beneficiaries regarded the conditions as very necessary and appropriate for the attainment of the desired results of the intervention.

The demonstration of acceptance of the conditions attached to LEAP indicates the readiness of the poor and vulnerable in society to aid government fight the menace of poverty and inequalities inherent in the Ghanaian society. It again shows the readiness of beneficiaries to take up the responsibility of ending poverty and inequality by guarding themselves against unnecessary usage of the funds allocated to them so as to ensure that the benefits trickle down to all the poor and vulnerable in society and thereby making everyone feel and have a sense of belonging to a community.

#### **4.5 Mediums of interaction generated between the state and beneficiaries**

Additionally, the study sought to identify the various mediums of interaction generated between the state and beneficiaries of a LEAP and how it aids in influencing and shaping the citizenship notion and sense of belonging of beneficiaries. Findings from the study revealed that from the point of identification and selection of ideal beneficiaries all constituted the modes through which beneficiaries came into contact with the state. The processes through which identified beneficiaries are taken through and issued with LEAP identification cards for accessing payments served as mediums by which they got the opportunity to interact with the state and state institutions. The identifications given to beneficiaries are also regarded to form part of a contractual arrangement between the state and recipients which gives them a kind of hope and a sense of recognition as citizens of the country.

Another way by which beneficiaries came into contact with the state through the implementing agencies and other stakeholders revealed through the study is the orientation sessions usually held before every payment.

These sessions serve as avenues through which beneficiaries are sensitized and educated on the importance of the programme and also reminded of the conditions attached as part of the contractual agreement for the intervention and, the reasons and advantages of putting the monies they take into good use. Beneficiaries are also usually offered the opportunities to ask questions and seek clarity on issues of concern to them with regards to the intervention.

Respondent beneficiaries also indicated that they can now go to the district assembly to lay complains with regards to the intervention and also ask questions if they realize that they have been cheated during payment. All these contribute greatly to the creation of inclusive spaces necessary to ensure the participation of citizens.

#### **4.6 Role of LEAP in reintegrating beneficiaries into community life**

Again, another vital aspect the study explored is the role LEAP plays in reintegrating beneficiaries into community life in the Chereponi district. Findings from the study revealed that the intervention created opportunities for beneficiaries to fit back into their various communities. Beneficiaries have had the chance to get back into their communities and felt reconnected with them. Respondents gave resounding responses of how they are now able to attend social gatherings within their communities through the assistance of LEAP grant that they receive without feeling any form of neglect or intimidation. Some disabled respondents indicated that they were virtually neglected by their communities at first when they had no form of support as compared to now that they have support from the government in the form of cash grant which has given them a boost in morale and makes them feel recognized and a part of their communities.

It was found that respondents now have the ability and zeal to attend occasions such as weddings, naming ceremonies and funerals within their communities without any form of being neglected because they could also now make contributions and donations.

*With the help of the government through the money I receive, I now feel very happy and a part of my town and the people now respect me and even give me an invitation when they have a wedding and naming ceremonies which I attend without any fear of being stigmatized against. I am also able to give out something small as gifts when I attend such occasions. (Female beneficiary, December 2017).*

*The community now sees me as somebody and I don't feel shy any longer when I enter the town about my condition. The people now know that I also have a source of getting money with the help of government and they now invite me to their weddings and naming ceremonies when I go I donate something to them. Some people in the community even do come to me to ask for my assistance and I give them out of the small savings I make from the LEAP which never happened when I was not getting any form of assistance from the government. (Male beneficiary, December 2017).*

In another interview with one of the focal persons, he indicated that the LEAP intervention in the district has actually proven to be an effective tool for making the beneficiaries feel part of their communities which previously was not the case especially those with disabilities.

He further stated that *“now the beneficiaries have money and can attend social gatherings in the community and also make contributions in their small ways from savings they make out of the LEAP money”* (Focal Person, December 2017).

The above observations from the field suggest that the social protection interventions of LEAP have been able to bring about social cooperation among beneficiaries and their communities which is in consonance with Rawls (1971) postulation in his theory of justice that, justice played pivotal part in the determination of social cooperation among individuals in society and that, it had the tendency of creating a viable human community where each person possessed a kind of purity founded on justice that even the welfare of society cannot override. The LEAP intervention is understood to be a pro-poor intervention meant to ensure equity and justice for the poor and vulnerable-making them also feel a sense of belonging and be able to fit well into society by giving them the means to cater for their basic social needs. This understanding among all members of the communities has contributed to ensuring that they recognize the beneficiaries and give them the needed respect resulting to the social cooperation's that they enjoy among themselves.

#### **4.7 Challenges of the LEAP intervention that affects state-society relations**

Even in the face of the various strives made by the LEAP intervention in promoting positive state-society relations, there were some inherent challenges identified from the field that poses a great challenge to the realization of this positive relation among state-society. These challenges also serve to undermine the effectiveness of the LEAP intervention in establishing social cooperation among individuals in society.

One major challenge that emerged from the field indicative to have a negative impact on the citizenship notion of beneficiaries was undue delay in payment of LEAP grant at times which respondents indicated affect their plans in meeting their needs. Some beneficiaries recounted their experiences of how they went to the district assembly when payment time was due and they never heard anything from the authorities. Respondents indicated that when issues of delayed payment occur, they usually feel frustrated and feel as if the state has neglected them by not fulfilling the terms of the contractual agreement.

The persistence of this issue will mean that the state quest in addressing inequality and building a sense of citizenship among the poor and vulnerable will be compromised and thereby weaken state's responsibility to responding to the predicament of the indigents and vulnerable in society. It was revealed that when these delays in payment occur, beneficiaries do not have anyone to hold responsible for that and have to just keep calm and exercise patience until the time that they call them to come for their money. All these affect beneficiaries' citizenship notion and also affects the quality of the relationship that exists between the state and beneficiaries.

Another major challenge that was revealed from the field and has a burden on the citizenship notion and recognition of beneficiaries is the withdrawal of support by family and friends who use to cater for some of the beneficiaries of LEAP and NHIS when those interventions were not implemented by the government. Some respondents indicated that since they became beneficiaries of the LEAP intervention from government, some of the people who use to assist them by giving some money to meet their needs stopped assisting them because the government was now paying them money that could be used

to cater for such needs. Respondents mentioned that their community members now regarded them as people who are being paid by the government and also given free health care and therefore do not require any further support since what they get is enough to meet their needs. The intervention of LEAP was only meant to function as a foundation of support to augment the social and community support system thereby strengthening the bond or relationship that existed between community members and families but, evidence relate that these sources of support are rather being withdrawn due to the state's intervention through the LEAP.

Furthermore, the study found that activities of the Community LEAP implementation Committees (CLIC) members became redundant due to the lack of resources and funds for them to operate making the social welfare department work in collaboration with the focal persons designated to replace the CLIC (Social Welfare Officer, 2017). Evidence from the field also revealed the understaffed nature of the social welfare department coupled with inadequate resources and logistics such as motorbikes or vehicles. This makes the monitoring and evaluation work of both the social welfare officers and focal persons very difficult and unattainable.

The study again revealed that activities of the focal persons are just a sacrificial work they do which is a disincentive to ensuring that they put up their utmost best in monitoring implementation progresses of LEAP and NHIS. With regards to interaction between the social welfare department and beneficiaries, they only came into contact with recipients on payment days or during some other activities undertaken by other departments of the district assembly to which they are invited.

For the payment process also, mobility of the social welfare department is usually facilitated by the vehicle with which the designated officer for the district comes with and at times, augmented with the Bureau of National Investigation officer's (BNI) vehicle since they were also tasked with the responsibility to monitoring the payment process of the LEAP grant. The focal persons indicated that when it is time for payment of the grant to be done, they at times result to calling beneficiaries on phone and use their own bicycles to some of the communities to tell them and also result to telling other beneficiaries to inform their colleagues. All these challenges encountered by the district social welfare department and the focal persons make it difficult for them to engage beneficiaries always so as to strengthen the state-citizen relationship among the beneficiaries.

#### **4.8 Chapter Conclusion**

This chapter discussed findings pertaining to the LEAP intervention and state-society relations in the Chereponi District. Field evidence revealed that the LEAP intervention plays several roles in ensuring positive state-society relations. The intervention empowers beneficiaries to participate socially, economically and politically in society and perceived LEAP as a way by which government sort to ensure equity and justice in distributing economic benefits of the state to all groups of individuals. Also, the involvement of beneficiaries in community durbars and development planning process was another way by which the LEAP intervention brought about community recognition, involvement and participation of beneficiaries as gathered from the field.

In terms of beneficiaries' awareness of why they are part of the intervention, evidence showed a great level of awareness of beneficiaries as to why they are part of the intervention and gave reasons such as; poor living condition, old age, disability, and caregivers. It was again revealed that beneficiaries regarded the LEAP intervention as a favour to them by the government rather than a right due them.

Further, the chapter presented and discussed evidence about the conditionalities attached to the LEAP intervention. All beneficiary respondents were of the view that the conditions were very good and guarded them against reckless spending and usage of the LEAP grant.

The sensitization programmes held for beneficiaries before every payment is done, the selection and targeting process, orientations held for new members and the channel of the complaint were revealed to constitute the various mediums through which the LEAP intervention generated interaction between the state and beneficiaries. The LEAP intervention, therefore, plays active roles in ensuring the reintegration of beneficiaries into community life in the Chereponi District.

Several challenges also hinder the attainment of the desired state-society relations through the LEAP intervention. These challenges included, the undue delay in the payment of the LEAP grant, redundancy of the CLIC coupled with understaffed and under-resourced social welfare department in ensuring effective monitoring exercises, withdrawal of extended family support and the lack of required resources and logistics for the focal persons to function effectively in ensuring state-beneficiary engagement.

## CHAPTER FIVE

### **5.0 The NHIS: Transforming Citizenship in Ghana**

The previous chapter discussed and presented findings on the LEAP intervention and state-society relations in Ghana. This chapter will present and discuss findings pertaining to the NHIS intervention and citizenship transformation in Ghana.

The NHIS intervention was introduced in 2003 to aid in the improvement of healthcare delivery and access in Ghana. The scheme came as a replacement to the cash-and-carry system where citizens were required to make out-of-pocket payment in accessing health care. This system created a financial barrier to health care access particularly to the vulnerable. The NHIS is a contributory system which seeks to make health care accessible to all citizens irrespective of their social class. The system operates in two main classes of membership namely; the annual premium paying members and the exempt group. The exempt group for the NHIS is made up of all LEAP beneficiaries and forms part of the conditionalities of the LEAP. The exempt group comprises indigents, aged, caregivers, and people with disability, orphan children, and pregnant women. Members of the NHIS are entitled to free healthcare delivery at all accredited health facilities provided the illness falls within the approved list of sickness and medicine by the scheme (NHIA, 2013). This chapter, therefore, presents the findings from the field as to how the NHIS as a pro-poor intervention influences and shape the notion of citizenship and sense of belongingness of the vulnerable groups. It also discusses how the NHIS has helped in transforming citizenship and shaped state-society relationship in the Chereponi District of the Northern Region.

Finally, the chapter presents challenges of NHIS that hinders the establishment and sustainability of cordial state-society relationship and citizens' sense of belongingness and recognition and the chapter conclusion.

### **5.1 State-citizen relationship**

In the establishment of the positive state-citizen relationship, there is the need for social cooperation between and among individuals and the state through state institutions. Evidence from the field points to the fact that the NHIS has achieved some successes in terms of helping create the desired positive state-citizen and beneficiary-community relationships in the Chereponi District. Evidence gathered showed that the NHIS gave beneficiaries a sense of freedom and hope in the state as being responsive to ensuring that access to health care became accessible to the vulnerable through giving them free health packages by putting them in the exempt category of membership. This category of members does not pay the yearly premiums required. Respondent beneficiaries retreated that the health insurance policy of government gave them the right to get access to treatment when they are not well which previously prior to the policy was very difficult if one had no money and no one to help.

*The NHIS has come to give me access to treatment when I am sick. It makes me feel much secured in terms of my health because, when I am not well I only need to go to the clinic with my NHIS card and be treated for free. Previously I had to rely on my family members and friends who could only sometimes give me small money to buy drugs from the local drugs store (Female beneficiary, December 2017).*

Also, evidence showed that respondents saw the government of Ghana in a position to ensure that inequity and injustice in accessing health care were breached through the NHIS intervention. Thus, ensuring that both the rich and poor have equal access to the basic necessity of life through the exemptions made for the poor, aged and other vulnerable groups to register onto the scheme for free. As Dixon et al. (2011) put it, the relationship between ill health and poverty is seen and considered cyclical in nature and an absence of access to healthcare by the indigent and vulnerable in society will only contribute to exacerbating the prevalence of social inequalities and injustice among the populations. The commitment of the state through the NHIS in ensuring equitable access to essential health care delivery coupled with the understanding by the vulnerable group and their acknowledgement of the essence of the intervention in bringing about such equity and justice as evident in the findings, helps in shaping the relationship between citizens and the state which is very essential for developing and sustaining a cohesive society.

*The NHIS has helped in giving me equal access to health care just like those who have money and are able to seek health care even without the health insurance. The government intervention is very good and makes me feel like a better person and a part of Ghana (Male beneficiary, December 2017).*

Also, Marshall (1950 cited in Leisering & Barrientos, 2013) made the assertion that the provision of social services by governments play critical roles towards attaining cordial state-citizen relationship through enhancing and promoting participation, and enabling beneficiaries of such social provisions make use of their political and civil rights which is in consonance with the analysis of modern society as an open structure that creates avenues for the poor to move up the social ladder.

## **5.2 Community recognition, involvement, and participation of beneficiaries**

The study investigated how the intervention of NHIS has brought about community recognition, involvement, and participation of beneficiaries at the local level. Respondent beneficiaries acknowledged the significance of health to every individual and indicated that without good health, no one will have the ability and strength to engage in any kind of activity be it social, economic and or political.

*The NHIS has given me recognition through the identification card. When I take the card to the clinic, I get treated without having to make any cash payment. I also now have the mind to engage in various activities such as community work since I can easily go for treatment and medicine when I am sick without having to rely on self-medication by buying drugs from the chemists or resort to taking leftover medicine from friends and family members (Male beneficiary, December 2017).*

The above response is similar to other responses from respondent beneficiaries. The inability of most vulnerable in society to take part in activities at the local level was a way of safeguarding themselves against ill health since they had no means to patronize health care but for the intervention of the NHIS by government, the indigent and vulnerable indicated they now have the zeal to partake in all community activities and in the event of falling ill, will resort to going to the health facility for attention with the aid of their health insurance cards.

This renewed participation in communal activities has also helped in shaping the citizenship notion and sense of recognition and creating harmony among community members which translates into cordial state-society relations through state institutions and actors in the district.

*I stopped doing hard labour work because anytime I fell ill, it was a problem getting treatment because I had no one to assist me financially. The NHIS intervention renewed my interest in communal labour since with my NHIS card, access to the hospital is free (Male beneficiary, December 2017).*

### **5.3 Conditionalities of NHIS**

Another aspect the study tackled is with regards to the various conditions attached to the NHIS intervention. Evidence from the field pointed out that unlike the LEAP intervention, the NHIS does not have behavioural conditions that beneficiaries of the exempt group should fulfill after their enrolment. The only conditions required for the registration process are those that every eligible individual must meet before their enrolment onto the exempt group to which all respondent beneficiaries indicated do not

demean their citizenship recognition as argued by some scholars in the empirical literature. For example, all LEAP beneficiaries were to provide their LEAP identification cards to confirm their qualification to be registered under the exempt category, and others such as birth certificates to prove one's age for the aged group. Thus, conditions for the NHIS differs from that of the LEAP in that for the NHIS, the conditions are meant to enable one register and get enrolled whilst the LEAP has both the conditions one must meet before enrollment and those to abide by after being enrolled as a beneficiary.

*The conditions attached to the NHIS does not affect my view about government intention of realizing equitable access to healthcare. I only see the conditions as the means through which we the poor and vulnerable can be targeted by government and given the opportunity to benefit from the national cake (Male beneficiary, December 2017).*

Barrientos et al. (2016) have argued that all social protection interventions and anti-poverty programmes (both conditional and unconditional) have some sort of conditions attached to them. Probing further, their assertion is based on the fundamental fact that, participants of such interventions are always and usually expected to take certain actions and measures in order to register or qualify to be registered and that means, meeting certain requirements and set criteria, all of which forms part of conditionalities.

#### **5.4 Mediums of interaction generated between the state and NHIS beneficiaries**

Further, the various modes of interaction generated between the state and citizens through the intervention of NHIS were other major findings revealed by evidence gathered from the field. Respondent beneficiaries indicated that they came into contact with the state through the institutions responsible for implementing the NHIS intervention right from the point of identifying those of them who qualified to be registered as indigent and vulnerable in the Chereponi District. The interactions continued throughout the whole process of identifying beneficiaries particularly the LEAP beneficiaries, their registration and the issuance of identification cards to serve as evidence for their successful registration unto the NHIS and therefore, possess the right to access healthcare at any accredited service provider without making any out of pocket payment.

*The NHIS intervention gave me the opportunity to interact with the state from the point where the selection of beneficiaries started to the point of my registration unto the scheme and the issuance of the identification cards. I also go to the social welfare office at the District Assembly if I have any problem (Female beneficiary, December 2017).*

*As a beneficiary, I interact with the state through the social welfare office, the assembly, the health insurance office and even the clinic or hospital when I go for treatment with my identification card. At the clinic, I interact with the doctors to let them know my condition so as to prescribe appropriate medication for me (Male beneficiary, December 2017).*

Respondent beneficiaries also indicated that the issuance of the NHIS cards with their names and picture suffixed gave them hope of better days still ahead and also serve as a channel by which they viewed themselves as more belonging to a state that is responsive to their plight by making access to health care free for them as a way of bridging inequality and injustice. Thus, the NHIS cards also served as a contractual arrangement between the state and beneficiaries in terms of access to health care delivery by the state.

*The NHIS card gives me assurance of a secured access to healthcare when I am sick. This makes me feel very happy and proud of Ghana government about the intervention. My relationship with the state is very good because, the state cares about my wellbeing and health (Male beneficiary, December 2017).*

Field evidence points out that the intervention of NHIS, therefore, helps reinforce the social contract between the state and citizens especially, the indigents and vulnerable which ultimately helps change the focus of state-citizen relationship to be more of a new form of participation, responsiveness, and accountability and requires the full involvement of beneficiaries.

### **5.5 Role of NHIS in reintegrating beneficiaries into community life**

The role of the NHIS intervention in reintegrating beneficiaries into community life was another major area explored through the study. The poor living conditions of the vulnerable in society, coupled with their lack of access to healthcare due to the existed financial barriers had almost led to a total neglect of them by their communities and even some family members. This occurrence could partly be due to the breakdown of the extended family system whereby family members were seen as sources of assistance and support as a result of the emergence of globalization and urbanization (Marcus, 2004).

The NHIS intervention was, therefore, a social protection policy implemented by the government to help the vulnerable groups cope with the various health risks they are exposed to. It is also to help promote health equity among all categories of the population (WHO, 2000).

*Nobody in the community was willing to help me seek treatment at the hospital anytime I was in need. The NHIS intervention has, therefore, come to make me feel more a person and a part of my community because I no longer go to seek assistance from anyone to access healthcare (Female beneficiary, December 2017).*

*The government has done very well by bringing the NHIS because it has made me to also have the ability to go and see the doctors for treatment and medicine. The time the NHIS was not there, nobody in the community wanted to give me any help and so I relied on traditional herbs (Male beneficiary, December 2017).*

Also, the quest for promoting health equity is a main component inherent in the concept of justice which in the view of Rawls (1971; 2014) plays fundamental role in the determination of social cooperation among individuals in society which ultimately will ensure that the vulnerable groups have the chance of getting back into their communities and feel reconnected without any forms of neglect and or intimidation. Respondent beneficiaries indicated that through the NHIS intervention, they are now able to get access to treatment at the health facility and also get medication for some of their basic health needs which previously was a huge burden resulting to them relying on others who were not even willing most of the time to give them the required assistance.

The NHIS intervention have therefore come to give beneficiaries hope and make them feel part of their communities now and also, willing to partake in any community activities be it social gatherings or communal labour because they know when they fall sick, the government will aid them access health care through their reliance on the NHIS intervention.

*I do not have to go and beg anyone in the community again to assist me with some little money to buy medicine because the government has now made everybody whether rich or poor to be able to go to the hospital for treatment with the NHIS card for free (Female beneficiary, December 2017).*

*Now I only make sure that when my health insurance card expires, I go and renew it at the NHIS office so that at any time I am sick, I can use it to the clinic and they will treat and give me medicine without taking any money (Male beneficiary, December 2017).*

The field evidence, therefore, points to the fact that, the NHIS intervention has chalked some successes in the Chereponi District in terms of reducing the incidence of poverty and also shaping the relationship between the state and citizens especially, the vulnerable.

### **5.6 Challenges of the NHIS intervention that hinders state-society relations**

This section look at the various challenges that were identified during the field work to undermine the effectiveness of the NHIS intervention in establishing social cooperation among beneficiaries and their communities and the state at large and also, the quest to achieving equity and justice by creating equitable access to healthcare delivery. Thus, the quest for equity and justice is very fundamental to the attainment of social cooperation among individuals in society and the establishment of viable human communities.

A major challenge that was revealed from the field and serves as a hindrance to positively influence the citizenship notion and recognition of beneficiaries is the withdrawal of support by family and friends who use to cater for the health needs of the beneficiaries due to the implementation of the NHIS intervention by government. Respondents indicated that since they became beneficiaries of the NHIS intervention from government, some of the people who use to assist them with money to either buy medicine or go to the hospital stopped because of their being beneficiaries of the NHIS. Respondents mentioned that their community members now regarded them as people who are being given free healthcare by the government and therefore do not require any further support since their access to healthcare is guaranteed with the NHIS.

The NHIS intervention was only to function as foundations of support to augment the social and community support system thereby strengthening the bond or relationship that existed between community members and their families and friends but, evidence relates that these sources of support are rather being withdrawn due to the state's NHIS intervention.

Furthermore, field evidence showed that the lack of transportation to health facilities within the district also posed a great challenge to the beneficiaries in terms of their access to health facilities. The hospital is located far away from most of the communities where beneficiaries reside and therefore pose a challenge especially at night when beneficiaries need urgent medical attention. Also, in some instances, the cost of transportation incurred by beneficiaries to access health care delivery possesses huge cost burden on them.

This situation negatively affects beneficiaries' perception about the willingness of the state to actually make healthcare delivery accessible to the poor. It also stands a chance of adversely affecting the coherent relations established between the state and citizens as a result of the NHIS intervention. These challenges were those respondents gave as hindering their access to health care delivery and stand the chance of affecting the relationship existing between beneficiaries and the state and also, the perceived equity and justice realization by the government as a result of the NHIS intervention.

### **5.7 Comparative analysis of the interventions of LEAP and NHIS**

This section presents a comparison of how the LEAP and NHIS contribute to impacting on the citizenship notion and sense of recognition of beneficiaries and state-beneficiary-community relations in the Chereponi district. The comparison is to point out the individual strengths of the LEAP and NHIS towards ensuring equity and building cohesive relations.

The LEAP intervention is based on cash grants to the poor and vulnerable with commitments to meeting some ascribed behavioural conditions. Thus, the LEAP grant is conditioned and once beneficiaries are enrolled in it, must ensure compliance with those conditions even though, in practice, these conditions are not strictly adhered to. Evidence from the field revealed that the grant given by the government is perceived as a way of ensuring equity and justice among beneficiaries of the intervention. Beneficiaries indicated that the government was committed to ensuring inequalities between the haves and have not was reduced by giving some social, economic and some sort of political empowerment.

Socially, beneficiaries asserted that they were now being able to participate at the local level in their respective communities in all social activities without fear of being intimidated or feel isolated because of their poor conditions. Economically, it was revealed that most beneficiaries after taking the LEAP grant use it to acquire some animals or poultry for rearing and for which they can afford to sell when in need of money to attend to pressing issues. A rear situation was revealed when an aged woman beneficiary showed evidence of how she was able to gradually saved and utilize the LEAP grant to purchase four donkeys for economic activities in order to generate income.

Politically, beneficiaries indicated that LEAP gave them the opportunity to contribute to the development process through their involvement by officials from the district assembly to engage them for the purposes of developing action plans for their respective communities so as to inform the general plans of the district.

Alternatively, the NHIS is perceived by beneficiaries as a major step by the government in addressing inequalities in accessing health care between the rich and poor. Evidence from the field showed that the NHIS intervention is greatly acknowledged as an intervention that brought to the poor and vulnerable in society healthcare delivery which was a major concern during the days of ‘cash-and-carry’. The cash and carry denied most poor and vulnerable people access to health care because they lacked the means to attend hospital. The implementation of the NHIS was therefore perceived as a wake-up commitment by the government to make the very poor and vulnerable access health care delivery free.

Beneficiaries also indicated that the NHIS gave them the opportunity to save a lot of money for other purposes. Interactions with beneficiaries revealed that the LEAP and NHIS gave the opportunity to the beneficiaries to better their lives and saved them huge cost burdens they encountered previously in accessing health care and a source of living. Relating evidence from the field regarding the LEAP and NHIS interventions to empirical literature buttresses the assertion of Son (2008) that social protection benefits the poor and vulnerable in very important ways toward human capital investment which is necessary to breaking the intergenerational cycle of poverty and thereby influencing the citizens notion of recognition and belonging to society. The activities of state institutions responsible for implementing such interventions creates the channel through which positive state-society relations are established and sustained.

Further, evidence from the field found out that the LEAP and NHIS interventions presented a kind of contractual agreement between the state and beneficiaries were, the state is positioned to supply basic services to beneficiaries who are the very poor and vulnerable in society.

This agreement takes the form of the various identifications that the state issues beneficiaries in the form of identification cards for both the LEAP and NHIS interventions. These identifications give hope to beneficiaries and make them feel a part of society and the country at large. Their sense of recognition is also influenced contributing to the establishment of social cooperation among beneficiaries and their community members leading to social cohesion between the state and citizens since equity is perceived by everyone.

Thus, a fundamental element to the establishment of justice is a cohesive society in which everyone is regarded and treated impartially and objectively making the understanding of citizenship not based on government but rather, the cordial relationship existing between the state and citizens (Dean, 2010; Roberts, 2012).

Another important area of comparison between the LEAP and NHIS are the mechanisms through which beneficiaries get in contact with the state and state institutions. Field evidence showed that beneficiaries came into contact with the state through state institutions right from the point of targeting and selection through to the point of their registration. Also, the activities of the social welfare department and focal persons constitute another way through which beneficiaries came into contact with the state. The state-society relations in terms of interaction with the vulnerable take the form of sensitization programmes held for beneficiaries, taking of vital information of potential beneficiaries, registration, the taking of passport pictures, and the issuance of identification cards to all qualified and successful members.

The comparative difference between the LEAP and NHIS revealed from the field has to do with one involving the given out of cash grants by the government to the vulnerable as a way of ensuring equity and attaining the desired state-society relations. Whilst the other takes the form of making healthcare delivery accessible to the vulnerable through an exempt category being created to cater for the vulnerable as a way of promoting equity.

Thus, the LEAP and NHIS interventions play key roles in ensuring social cooperation and cohesive state-citizen relations through the activities of the responsible actors in the implementation process, the identifications given to beneficiaries, sensitization programmes, and the channel of complaints available for beneficiaries to report any issues they face.

### **5.8 Chapter Conclusion**

This chapter discussed the role of the NHIS intervention in the realization of equity and justice in extending healthcare services to all groups of society. The chapter also looked at the various ways through which coherent state-society relations could be attained through the intervention of the NHIS in the Chereponi District. Evidence from the study point to the fact that the NHIS is highly regarded by respondent beneficiaries as a way by which government sought to address and lessen the burden of the vulnerable in society and also promote social cooperation. The NHIS intervention also gives beneficiaries the opportunity to interact with the state through state institutions, through the various complaint channels and through the activities of the social welfare office and focal persons in the district. Evidence also showed that the intervention served as an avenue for the vulnerable to reintegrate into community life without the fear of any forms of stigmatization or intimidation. The chapter also discussed the various challenges identified through field data that pose threats to the realization of the desired cordial state-society relations. These challenges included the withdrawal of extended family support and the lack of transportation to health centers. The chapter concluded with a brief comparison of the various roles of both the LEAP and NHIS in bringing about cohesive state-society relations in the Chereponi District.

## CHAPTER SIX

### **6.0 Summary, Conclusion, and Recommendations**

The focus of this study was to explore the various ways by which LEAP and NHIS impact on citizenship through finding out the various ways by which participation of beneficiaries is enhanced at the local level, identify how LEAP and NHIS enhance the beneficiary-community relationship and how beneficiary-state relationship is facilitated. It was assumed that if these factors are not discovered, government, donors and implementing partners will not know the effectiveness and efficiency of LEAP and NHIS in influencing coherent state-society relations and shaping the sense of belongingness of the indigent and vulnerable in society and also ensuring inclusiveness of the poor and vulnerable in the developmental process. Having previously presented and discussed the findings of the study in the previous chapter, this section presents the summary, conclusion, recommendations of the study and scope for future research.

Most development scholars have argued that the primary or traditional role of social protection interventions is the eradication of poverty through enhancements in education, health, reducing inequality, and attaining the needs of the extremely poor, vulnerable, and marginalized in society (Slater, 2011; Bared, Chirwa, McIntosh, & Ozler, 2009; Samson, 2006). Other scholars have also asserted that social protection interventions could serve as mechanisms that can affect and influence the quality of state-citizens relationship and relate how citizens depict their relationship with the state (Roberts, 2012; Dean, 2010).

However, research indicates that notwithstanding the poverty alleviation efficiency of social protection interventions, LEAP and NHIS have played pivotal roles in promoting equity and enhancing the participation of the indigent and vulnerable at the local level in both social, economic and political spheres, it has also helped in shaping and influencing the relationship between beneficiaries and the community as well as the state through the implementing agencies and other responsible state institutions such as the district assemblies. Others factors that contribute to establishing social cooperation between beneficiaries and community and state are, sensitization programmes held before every payment and also, identities issued to beneficiaries in the form of LEAP and NHIS identification cards are perceived to represent a contractual relationship between the state and beneficiaries and also serve as a source of hope for the indigent and vulnerable. Similarly, many other reasons also serve as hindrances to the positive roles that the interventions of LEAP and NHIS play towards influencing and shaping the notion of citizenship of beneficiaries and their sense of belongingness and recognition.

### **6.1 Summary of Findings**

The essence of social protection as a public policy intervention has gained credence in academic literature over the years as an effective anti-poverty mechanism. There is no doubt that the basic objective of social protection interventions globally is to fight poverty and inequality through the protection of the poor and vulnerable against livelihood dangers and shocks. The sustainability of social protection interventions depends largely on government commitment alongside the combined efforts of both implementing agencies and beneficiaries.

Several governments in Ghana have undertaken some sort of social intervention initiatives in the quest for fighting poverty and inequality in society.

In recent times, there have been several calls to changing the focus of social protection interventions from their known objective of poverty alleviation towards ensuring the creation of inclusive interface and to establishing social cooperation among states and citizens (Devereux, 2006). This change in focus led to the MGCSP in 2014 announced that the focus of Ghana's social protection policy was now geared towards creating inclusive spaces for participation by citizens most especially, the poor and vulnerable in the development process (MGCSP, 2014). Majority of the poor and vulnerable in Ghana reside in the rural areas and for which most of them were neglected due to their poor situations and vulnerabilities. The implementation of the interrelated social protection interventions of LEAP and NHIS came as a renewed call towards shaping their notion of citizenship and sense of belonging to the society and also, as an avenue for reintegration into societal life. The poor and vulnerable also perceived the government as being responsive to their situations and committed to addressing them through ensuring equity and justice in society.

These interventions have made the poor and vulnerable in the Chereponi district gain recognition and given them the ability to participate socially, economically and politically in society. The relationship between the poor and vulnerable and their community members have also been enhanced through the LEAP and NHIS interventions as a result of the various empowerment that they offered them. Also, there has been a coherent relationship between citizens and state through the various interfaces that the interventions created between beneficiaries and the state.

This research employed the theory of justice as espoused by Rawls (1971, 2014) as the theoretical underpinning to explore social protection and citizenship in Ghana using the case of the LEAP and NHIS in the Chereponi District of the Northern Region. Data were gathered through in-depth interview of a total of thirty-three respondents. The interviewees were composed of; thirty (30) LEAP and NHIS beneficiaries, one (1) social welfare officer and two (2) focal persons for the interventions. The study sought to specifically address three research questions of; how LEAP and NHIS influence beneficiaries' participation at the local level, how LEAP and NHIS influence beneficiary-community relationship and whether these social protection interventions fostered state-citizen relationship so to reveal the potential implications that social protection possesses in fostering citizenship and giving the poor and vulnerable in society the sense of belongingness in the Chereponi District of the Northern Region.

Regarding the first research objective of how beneficiaries' participation at the local level is enhanced, empirical data revealed that their participation manifested in three main dimensions of social, economic and political. However, evidence revealed that the LEAP through cash grants contributed to enhancing the economic ability of beneficiaries. The NHIS contributed to the economic benefit of beneficiaries through health savings thus, expenditure previously incurred by the vulnerable in accessing health care is reduced. This increases the amount of savings made out of the LEAP grant for undertaking other economic activities to serve as alternative income generation avenues after taking care of other basic needs.

Beneficiaries were found to invest savings out of the grant in areas such as the rearing of goats, fowls, and pigs whilst others were able to gradually acquire donkeys and donkey-carts for undertaking transportation business especially during market days and also for fetching of water for people at some charges.

On the issue of how LEAP and NHIS have brought about beneficiary-community relationship, empirical data revealed that the two interventions served as avenues through which beneficiaries were reintegrated into community life. Some beneficiaries through their poor living conditions coupled with issues of disability and old age were virtually neglected and being intimidated and stigmatized against but, the implementation of the LEAP and NHIS has contributed greatly to ensuring that, such vulnerable people now have the ability to get back into community life and also participate in various community activities without the fear of being intimidated or stigmatized against. It was surprising to ascertain how respondent beneficiaries attested to how they now engage actively at their community levels in terms of their attendance of community durbars, social gatherings such as weddings, naming ceremonies and funerals where most of them out of the savings from the grant they receive are able to make contributions to family and friends who have such gatherings with the expectations of being treated equally when they also have similar social events. The LEAP and NHIS interventions also have resulted in the establishment of a very cordial relationship between the state and beneficiaries. It is worth noting that beneficiary respondents made mention of interactions mediums such as, the routine sensitization forums held during every payment day for the LEAP grant, the registration processes that beneficiaries were taken through for the two interventions and the issuance of identification cards which serves as contractual

engagement between the state and beneficiaries whereby the state is seen and expected to provide some benefits in the form of cash grant and health care delivery to the poor and vulnerable in society. The various mediums of interaction helped in shaping the kind of relationship that exists between the state and citizens especially the indigent and vulnerable in society. This relationship is further enhanced through the activities of implementing agencies like the Department of Social Welfare and Community Development and the focal persons in the Chereponi District.

Despite the appreciable level of successes chalked in terms of influencing and shaping the citizenship notion and sense of belongingness of beneficiaries of LEAP and NHIS in the Chereponi district, there exist some challenges that hamper the continuity and sustainability of the social cooperation established. These factors include an undue delay in the payment of LEAP grant which affects beneficiaries' plans, withdrawal of family and friend sustenance as a consequence of the LEAP and NHIS interventions, and the lack of adequate resources for the functioning of the Social Welfare Department and activities of focal persons. It was revealed through field evidence that the undue delay in the payment of the LEAP grant pose a great challenge to hindering the cordial relationship and trust beneficiaries had in the state.

The delay affects plans of beneficiaries making them view the state as not fulfilling its commitment as part of the contractual agreement with beneficiaries. Also, the gradual withdrawal of family and friends support as a result of the LEAP and NHIS interventions posed a great threat to the beneficiary-community relationship and the social cooperation existing among them since the two interventions were only to serve as backing to the traditional forms of support to the poor and vulnerable.

Besides, the absence of adequate resources to enhance activities and work of the social welfare department and focal persons also affects the regular engagement between the officers who serve as the representatives of the state at the local level and beneficiaries. This trend has the capacity of breaking down the already cohesive relationship that has been developed. The situation has resulted in a decline in regular contact and monitoring of beneficiaries with regards to how they cope in their various communities and how they utilize the funds allocated to them.

The theory of justice as espoused by Rawls seeks to provide an understanding of justice as a virtue of social institutions and thereby, explain the principles of how society should be structured, how basic rights and duties should be assigned to individuals, and how social and economic benefits should be distributed to members of society (Juliana, 2002 cited in Dinbabo, 2011). Rawls further posit that justice plays a fundamental role in the determination of social cooperation among individuals within society. Justice is key to creating viable human community evident in the fact that, “each person possesses an inviolability founded on justice that even the welfare of society as a whole cannot override” (Rawls, 1971:3). This study found that after several years of implementing the LEAP and NHIS in the Chereponi district, there has been a tremendous improvement in the level of participation of the poor and vulnerable in society and a positive interaction between the vulnerable and their community members as well as the state through the district assembly. The LEAP and NHIS have actually proven effective and instrumental in impacting citizenship recognition and belongingness and also boost beneficiaries’ participation in social, economic and the political spheres in the Chereponi district.

Most beneficiaries are able to save from the grants they receive to undertake other income generating activities such as buying fowls, goats, sheep for rearing and donkeys for transport business. Beneficiaries also indicated that their attendance at health facilities have increased as a result of the free health insurance they enjoy as compared to when it was cash and carry. Within this backdrop, this study concludes that the LEAP and NHIS in the Chereponi district can be very instrumental and constitute key strategies if properly managed given the needed attention and structuring. A well-structured and robust LEAP and NHIS interventions can lead to the realization of inclusive growth, eradication of poverty and, also serve as critical governmental response to the fulfilment of its obligations to the citizenry towards the realization of their socio-economic rights which forms an important dimension of citizenship (Kabeer, Myumtaz & Sayeed, 2010).

## **6.2 Conclusion**

Social protection globally is documented as an energetic poverty reduction mechanism and has gained widespread acceptance especially in the developing countries. The LEAP intervention in Ghana was implemented by the government to assist the poor and vulnerable in society such as the aged, people with a severe disability without productive capacities and, caregivers for the orphan and vulnerable children. This category of people is given cash grants every two months to enable them to cope with economic hardship they face and also be able to acquire their basic necessities of life. Similarly, the NHIS was implemented as a contributory scheme to enable citizens to contribute to a pool from which they could access when in need of health care and also function as a source of financial security to all citizens.

The scheme involves the payment of yearly premiums by beneficiaries giving them access to free healthcare delivery from accredited health centers. All these were in response to the global calls for protecting the poor and vulnerable against the cost of unforeseen ill health.

Thus, Ghana provides financial protection to its citizens through the NHIS intervention as a pro-poor financial obligation. Due to the inequities in accessing health care delivery among the poor and the rich, the design of the NHIS as a pro-poor intervention has an exempt category to take care of the poor and vulnerable in society. The exempt group comprises the aged, and other vulnerable in society such as pregnant women and children. Studies on both the LEAP and NHIS have concentrated on the poverty alleviation aspect to the neglect of other unrevealed outcomes such as how they help in the reintegration of beneficiaries back into their communities and how they can also help to ensure the establishment of social cooperation and a cohesive state-citizen relationship. This research, therefore, explored and revealed the various ways through which the social protection interventions of LEAP and NHIS brought about participation at the local level, how they influenced and shaped the notion of citizenship and, the sense of belonging and recognition among the poor and vulnerable in the Chereponi District of the Northern Region of Ghana.

The study also sought the views of respondent beneficiaries concerning some of the debatable issues of social protection interventions in literature. The assessment explored the issue of the conditionalities attached to such interventions and, it was ascertained that respondent had no problems associated with such conditions and acclaimed they rather helped them in the efficient utilization of the cash grant and also to ensure that those

actually in need of the cash grant and the free healthcare are actually registered to benefit. Thus, conditions required for a person to qualify as poor persons and the behavioural conditions attached were all regarded as very good by beneficiary respondents. The conditions also serve as binding principles of the contractual relationship between the state and the poor and vulnerable whereby, beneficiaries accept the responsibility and committed to seeing to the realization of governments dream of decreasing the occurrence of poverty in the poorest parts of the country and invariably, build a very cohesive society based on equity and justice as espoused by some scholars in social protection literature (Barrientos & Hulme, 2008; Norton et al., 2000). Similarly, empirical evidence revealed a high level of awareness among respondent beneficiaries with regards to why they are part of the two interventions of LEAP and NHIS.

Reasons such as old age, disability without productive capabilities, among other such as caregivers of the orphan and vulnerable children were mentioned as some of the factors that qualified them to be registered as beneficiaries for the government social protection interventions. Also, the study explored the issue of whether beneficiaries perceived they're being part of the LEAP and NHIS as a right due them as citizens or as a favour from the government. Responses were in support of it being a favour the government was doing them because of their poor living conditions and the incidence of inequalities and inequities in the Ghanaian society. The acceptance of the various conditions associated with the LEAP and NHIS interventions coupled with the awareness of the essence of these interventions have helped greatly in shaping the citizenship notion of beneficiaries and their sense of belongingness to their communities and the country at large.

Although there are some inherent challenges that hinder the effectiveness of the LEAP and NHIS in establishing the desired social cooperation between and among beneficiaries and their communities and the state, they still play vital roles towards ensuring the attainment of this cohesive relationship which will greatly help shape the sense of belongingness of the poor and vulnerable in society. The various roles played by the LEAP and NHIS will ensure that equity is perceived by all citizens and thereby increasing their participation and involvement in all activities in the development process.

This study confirms and buttress the argument that, the state's capacity to providing the necessities of citizens principally the indigents, and addressing existing social inequalities will help forge the perception of citizenship which no longer is centered on sovereignty, but a positive and cohesive relationship amongst citizens and the state (Roberts, 2012; Dean, 2010) which Evans ([1997] cited in Sabates-Wheeler et al., 2017) has described as, 'state-society synergy'. This current study, therefore, argues that it is only through responding to the plight of the indigent and vulnerable and also ensuring equity and justice in a society that the required state-society relation and a renewed sense of belongingness of citizens especially the poor and vulnerable could be attained. This will result in the establishment of a sustained cohesive relationship among citizens and between the state and citizens.

### **6.3 Recommendations**

There are calls for a change in the dimension and focus of social protection interventions beyond their poverty reduction abilities to consider other intangible benefits it might possess. For example, beyond poverty alleviation, there is the need to assess how social protection interventions can result in the establishment of state-citizen relationship in the quest to fostering and influencing the citizenship notion and sense of belonging of citizens (Oduro, 2015; Devereux, 2006). Some scholars (Roberts, 2012; Dean, 2010) have argued that the ability of the state to provide the needs of citizens particularly the indigents and vulnerable in society helped forged an impression of citizenship which was no longer founded on independence but, a relationship concerning the state and citizens which previously in the empirical literature Evan (1997) described as the state-society synergy.

Evidence from several studies have indicated that coherent state-citizen relationship can be attained if states have the ability to provide for the needs of citizens in times of need (PASGR, 2013 cited in de-Graft Aikins, Alidu, Aryeetey, Domfe, Armar & Koram, 2016) as previously mentioned in the empirical review section of the study. There is, therefore, adrift from the poverty alleviation focus of Ghana's social protection policies towards the dimension of creating inclusiveness in society through providing sustainable mechanisms such as the LEAP and NHIS to protection the indigent and vulnerable (MGCSP, 2014). In line with findings from this study, some recommendations have been proposed to make social protection an effective mechanism in influencing and shaping the state-society relations and sense of recognition of the poor and vulnerable in society so as to create more inclusive spaces and approaches to development.

- ❖ One major recommendation is that the government in partnership with stakeholders and traditional/community leaders should revive the activities of the CLIC teams and properly resource them. This will help improve the interaction and engagement with the poor and vulnerable thereby bringing beneficiaries closer to governance and the state. The merging of the activities of the focal persons and the CLIC with adequate resources and logistics such as means of transportation and capacity building especially in communication skills and community engagement will play very essential roles to attaining social cooperation.
- ❖ Secondly, beneficiaries should be provided with much training and education on the essence of the LEAP and NHIS and, given insight as to some of the challenges that sometimes result in the delay of payment of the grant. This will let beneficiaries appreciate the efforts by the state in protecting them against livelihood risks and shocks and, not feel betrayed when it takes so long and payment is not yet done as evident in the findings of this study.
- ❖ The social welfare department should also be adequately resourced to carry out their task effectively. They should be given the necessary funds and logistics to make their monitoring and other follow-up activities on beneficiaries' well-being and how they comply with the various conditionalities more feasible. This will help create regular contact between the officers and beneficiaries which will invariably, help in strengthening the relationship between the beneficiaries and the state through the activities of the department.

- ❖ There should be a platform or forum where both beneficiaries of social protection interventions and non-beneficiaries are all engaged and educated on the relevance of the LEAP and NHIS interventions and the ideal approach of targeting the indigent and vulnerable in society so as to let them appreciate the role of the state in promoting justice and ensuring equity in accessing the basic necessities of life. When this done, it will help address the issues and challenges regarding the concerns of intimidation and stigmatization of beneficiaries by non-beneficiaries and thereby strengthen the beneficiary-community relationship.

#### **6.4 Scope for Future Research**

In an attempt to explore how social protection interventions can help influence state-society relations and help shape the sense of recognition of beneficiaries in the Chereponi District in the Northern Region of Ghana, this study focused on the interventions of LEAP and NHIS. Attention was not given to other equally important social protection interventions that might have potentials of influencing state-society relations and shaping the notion and sense of belonging of the indigent and vulnerable in society.

Also, Chereponi district as the focus area, have conditions that may not pertain to other districts and will therefore not make academic sense making a generalization on social protection and citizenship in Ghana based on findings from this study. It is therefore believed that to clearly understand the dynamics of social protection in influencing and shaping the state-society relations and the sense of belonging of the vulnerable in society, future studies should look at other equally effective social protection policies or even look at the same policies of LEAP and NHIS but in different settings to generate diverse

findings upon which some generalizations could be made in future considering the various characteristics of the varied settings within which such studies are undertaken.

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## APPENDIXES

### INTERVIEW GUIDE FOR LEAP AND NHIS BENEFICIARIES

#### SOCIAL PROTECTION AND CITIZENSHIP: A CASE STUDY ON LEAP AND NHIS IN THE CHEREPONI DISTRICT - NORTHERN REGION, GHANA.

##### SECTION A (Demographic Information)

1. Name of respondent
2. Gender
3. Age of respondent
4. Marital status
5. Number of children
6. Educational level
7. Occupation of respondent
8. Category of beneficiary

##### Section B (Social protection and citizenship)

1. Tell me why you are benefiting from the government social protection programmes of LEAP and NHIS? (Probe: Right/ entitlement or favour). What will you do today if these programmes cease? (Probe: Protest or plead).
2. Do you think the current process of selecting beneficiaries for social protection programmes is effective? How do you think it can aid in influencing the notion of citizenship among the beneficiaries?
3. Do you feel more recognized in your community after becoming a beneficiary of LEAP and NHIS? Example, via your ability to contribute to community durbars? For women, has LEAP and NHIS changed your relationship with your husbands? Has it brought you better recognition within your household and the wider community? (Or instead stigmatized).
4. Do you think LEAP and NHIS have enhanced your involvement and participation at the local level? How?

5. Do you feel enough support from your DSWO for the social protection programmes of LEAP and NHIS? For example, for communication, complaints, information? And for accessing other government programmes.
6. Do you feel enough support from your focal person for social protection programmes of LEAP and NHIS? (Probe for communication, complaints, and information).
7. What do you think are the channels of communication between you and the state as a beneficiary of social protection interventions? Are these effective? And what are the weaknesses?
8. Who do you channel your problems and concerns through as a beneficiary? How quickly are you given the needed feedback?
9. Will you say you have derived some benefits from the interventions of LEAP and NHIS? What are some of the benefits you have derived?
10. Do you have a valid NHIS card? Is it useful when accessing health services? Do you get free or discounted services?
11. Do you think the conditions attached to social protection programmes assist you in any way? Are they necessary? (Probe; whether demeaning or not demeaning to your preference)

#### SECTION C (Beneficiaries' citizenship assertion)

1. Do you feel LEAP and NHIS have aided you in asserting your citizenship rights in any way? How?
2. Are you stigmatized in your community as a beneficiary of LEAP and NHIS? In what ways?
3. Have you or anyone you know ever made a complaint to officials about the programmes of a LEAP and, or NHIS? (Probe: bad treatment, paid the wrong amount, denied payment when due, payment for the renewal of NHIS cards).
4. What do you think are some of the challenges regarding social protection and citizenship rights assertion?
5. Can you outline some of the challenges you face when you visit the health center and accessing LEAP payments?

INTERVIEW GUIDE FOR DSWOs AND FOCAL PERSONS FOR LEAP AND NHIS  
TOPIC: SOCIAL PROTECTION AND CITIZENSHIP: A CASE STUDY ON LEAP  
AND NHIS IN THE CHEREPONI DISTRICT- NORTHERN REGION, GHANA

SECTION A (Demographic information)

1. Name of respondent
2. Gender
3. Age of respondent
4. Marital status
5. Number of children
6. Educational level
7. Occupation of respondent
8. Designation

SECTION B (Social protection and citizenship)

1. Is there any stigma towards beneficiaries of social protection programmes of LEAP and NHIS within their various communities?
2. What do you think will be the reaction of beneficiaries if the social protection programmes of LEAP and NHIS are abolished?
3. Can you briefly describe the grievances/ complaints system for social protection programmes of LEAP and NHIS?
4. Have you given orientation/ information concerning social protection to beneficiaries?
5. Have you received any formal complaints regarding the social protection programmes of LEAP and NHIS? Were they resolved? How? How long did it take to be resolved?
6. What roles do the DSWO's and focal persons play in the complaint system?
7. Will you say beneficiaries are aware of the essence of the LEAP and NHIS programmes? How?
8. How do you communicate back beneficiaries?
9. In what ways do you think the programmes of LEAP and NHIS enhanced beneficiaries' involvement and participation at the local level?

10. What is the essence of the conditionality attached to social protection interventions? Are they effective?
11. How do most beneficiaries of social protection perceive the programmes? (Is it a right? or a favour from the government to the poor and vulnerable).

SECTION C (Beneficiaries' citizenship assertion)

1. In what ways do you think beneficiaries of social protection programmes of LEAP and NHIS assert their citizenship rights?
2. In what ways do you think the social protection programmes of LEAP and NHIS influence beneficiaries notion to citizenship?
3. Would you say the beneficiary level of participation at the local level has been enhanced through LEAP and NHIS? Why?
4. What will you say are some of the challenges regarding social protection programmes and citizenship rights assertion?