



GOVERNMENT OF GHANA  
INTER-MINISTERIAL COORDINATING COMMITTEE  
ON DECENTRALIZATION

# NATIONAL DECENTRALIZATION ACTION PLAN 2015-2019

**Theme: Accelerating Decentralization and  
Local Governance for National Development**

July 2015



# FOREWORD

The National Decentralization Action Plan is an implementation strategy accompanying the Decentralization Policy Framework (2015-2019). This document outlines the range of activities necessary to translate the National Decentralization Policy into feasible programmes and projects for the overall achievement of the policy's goals.

Over the last three decades Ghana has been implementing varied forms of decentralization with the aim to deliver on the national objectives of democracy, development and the effective delivery of municipal services. This has become more prominent with the introduction of the National Decentralization Policy Framework and National Decentralization Action Plan.

We are nevertheless far from content with what has been achieved to date. Significant progress has indeed been made in a number of areas but the results have been uneven and much remains to be done to develop greater traction in our decentralization interventions.

After four years of implementing the first Decentralization Action Plan (2010 - 2014) very useful experiences have been gained which have eventually culminated in the development of the National Decentralization Policy Framework and subsequently the National Decentralization Action Plan II (NDAP II) (2015-2019).

Particularly, the number of Thematic/Action areas have been reduced from ten (10) to five (5) through a series of mergers. These new areas include Political Decentralization and Legal Reforms, Administrative Decentralization, Decentralized Planning, Fiscal Decentralization and Popular Participation. Each action area outlines the relevant policy objectives, policy measures, time frame and responsible agencies.

## FOREWORD

It is anticipated that the new NDPF will bring further clarity to the process of decentralization in Ghana as it pinpoints where we think policy improvements can be made; how we can achieve more concerted action; and how we can implement sector strategies based on a deeper understanding of sector dynamics with increased consistency and certainty.

The Action Plan contains well laid out, well-focused activities structured in such a way to reflect the specific goals and objectives of the National Decentralization Policy, the guiding principles on which the policy is based, and the priority themes and strategic interventions.

While responsible MDAs carry out implementation, the Inter-Ministerial Coordinating Committee on Decentralization in collaboration with other stakeholders in the local government and decentralization sector will review the action plan annually to evaluate progress, using the Performance Assessment Framework (PAF) for decentralization. This will be juxtaposed with the targets set in the accompanying performance assessment framework. With the implementation of the action plan we will continue to build the capacity required to achieve the goals of an empowered efficient and responsive local government system as envisaged in the fourth Republican Constitution.

### **HIS EXCELLENCY JOHN DRAMANI MAHAMA**

President of The Republic of Ghana and  
Chairman of The Inter-Ministerial Coordinating Committee (Imcc)  
On Decentralization

# ACKNOWLEDGEMENTS

Under the auspices of the Inter-Ministerial Coordinating Committee (IMCC) on Decentralization, Office of the President, and all stakeholders in Ghana's decentralization and local government sector, the new National Decentralization Action Plan was developed to accompany the new National Decentralization Policy Framework for 2015-2019.

The IMCC wishes to acknowledge the energy and passion demonstrated by all key stakeholders, including the Ministers and Staff of the relevant sector Ministries for their immense contribution to the development of the new National Decentralization Action Plan.

We wish to commend in particular, the Decentralization Focal Persons in all the MDA's who have been working tirelessly over the last four years towards the entrenchment of the spirit and letter of the decentralization reforms in their various ministries.

Similarly, we appreciate the input and efforts of all the 216 Metropolitan, Municipal and District Assemblies (MMDA's) who have been leading the implementation of Ghana's decentralization and local government reform agenda.

We recognize the role played by our Development Partners (DP's) especially the European Union Delegation to Ghana (EU). Their continuous support to the sector and on-going policy engagement through the Decentralization Sector Working Group, impacts positively on the reform agenda.

Special Commendation goes to Dr. Callistus Mahama, the Executive Secretary to the IMCC, for his leadership and guidance throughout the development of the Action Plan.

## ACKNOWLEDGEMENTS

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Finally, we are immensely grateful to His Excellency President John Dramani Mahama, President of the Republic of Ghana and Chairman of the IMCC for his leadership and grasp of the issues in the sector which has facilitated and accelerated Ghana's Decentralization reform process under the ambit of the IMCC.

**ALHAJI COLLINS DAUDA, MP.**

(Minister for Local Government & Rural Development)

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# ACRONYMS

BAC	Business Advisory Centre
C&AGD	Controller and Accountant General's Department
CBO	Community-Based Organisation
CHRAJ	Commission on Human Rights and Administrative Justice
CRC	Constitutional Review Commission
CSOs	Civil Society Organisations
DACF	District Assemblies Common Fund
DCD	District Coordinating Director
DCE	District Chief Executive
DDF	District Development Facility
DFR	Department of Feeder Roads
DLE	District Level Elections
DOTI	Department of Trade and Industry
DPs	Development Partners
DPCU	District Planning Coordinating Unit
DPF	Decentralization Policy Framework
DPI	Decentralization Progress Index
DSWCD	Department of Social Welfare and Community Development
DUR	Department of Urban Roads
EDF	European Development Fund
E.I.	Executive Instrument
EOCO	Economic and Organised Crime Office

## ACRONYMS

EU	European Union
EDF	European Development Fund
FAA	Financial Administration Act
FAR	Financial Administration Regulations
FBO	Faith-Based Organisation
FDU	Fiscal Decentralization Unit
FDS	Fiscal Decentralization Secretariat
FOAT	Functional and Organisational Assessment Tool
FY	Financial Year
GAS	Ghana Audit Service
GDSP	Ghana Decentralization Support Programme
GES	Ghana Education Service
GHS	Ghana Health Service
GIFMIS	Ghana Integrated Finance Management Information System
GNFS	Ghana National Fire Service
GOG	Government of Ghana
GRA	Ghana Revenue Authority
GSGDA	Ghana Shared Growth and Development Agenda
HIV-AIDS	Human Immuno-Deficiency Virus-Acquired Immuno-Deficiency Syndrome
HOD	Head of Department
IAA	Internal Audit Agency
IGF	Internally-Generated Funds
IGFF	Inter-Governmental Fiscal Framework
IGFT	Inter-Governmental Fiscal Transfers ILGS Institute of Local Government Studies

## ACRONYMS

IMCC	Inter-Ministerial Coordinating Committee (on Decentralization)
ISD	Information Services Department
LED	Local Economic Development
LGCSP	Local Government Capacity Support Project
LGS	Local Government Service
LGSS	Local Government Service Secretariat
L.I.	Legislative Instrument
LOGNET	Local Government Network
LRTF	Legislative Review Task Force
MCTA	Ministry of Chieftaincy and Traditional Affairs
MDAs	Ministries, Departments and Agencies
MESTI	Ministry of Environment, Science, Technology and Innovations
Mol	Ministry of Interior
MLG	Minister of Local Government
MLGRD	Ministry of Local Government and Rural Development
MMAs	Metropolitan and Municipal Assemblies
MMDAs	Metropolitan, Municipal and District Assemblies
MMDCEs	Metropolitan/Municipal/District Chief Executives
MOF	Ministry of Finance
MoFEP	Ministry of Finance and Economic Planning
MOTI	Ministry of Trade and Industry
MP	Member of Parliament
MTDP	Medium-Term Development Plan
MYS	Ministry of Youth and Sports
NBSSI	National Board for Small-Scale Industries

## ACRONYMS

NCCE	National Commission for Civic Education
NCPD	National Council for the Disabled
NDAP	National Decentralization Action Plan
NDPC	National Development Planning Commission
NGO	Non-Governmental Organisation
NMC	National Media Commission
OHCS	Office of the Head of Civil Service
PAF	Performance Assessment Framework
PPP	Public-Private Partnership
PPRSD	Plant Protection and Regulatory Services Department
PWD	Public Works Department
PWDs	Persons with Disabilities
RCC	Regional Coordinating Council
RIAP	Revenue Improvement Action Plan
RPCU	Regional Planning Coordinating Unit
SMDCs	Sub Metropolitan District Councils
TF	Task Force
UC	Unit Committee
UDG	Urban Development Grant
UZTACs	Urban, Zonal, Town and Area Councils
VSD	Veterinary Services Department
WB	World Bank

# 1 INTRODUCTION

The first National Decentralization Action Plan (NDAP I) produced under the Fifth Government of the Fourth Republic was launched in April 2010 and its implementation began in earnest that same month and year. The four-year implementation period however ended in December 2014.

During the implementation period, the following landmark events occurred:

- The IMCC chaired by His Excellency John Dramani Mahama, first as Vice President and on the death of President John Evans Atta Mills, as President, was established as the key institutional mechanism for policy coordination and for ensuring that the NDAP was implemented.
- The European Development Fund (EDF) signed a 'Ghana Decentralization Support Programme (GDSP) Agreement with the Government of Ghana to provide programme support for the establishment of a Secretariat for the IMCC, which Secretariat became operational on 16th April 2010.
- The Local Government (Departments of District Assemblies) (Commencement) Instrument, 2009, L.I. 1961, was enacted in 2009 but came into force in February 2010 and provided the trigger for establishing the 17 de-concentrated Departments in the districts as Departments of the Metropolitan, Municipal and District Assemblies (MMDAs); migrating over 30,000 civil servants working in the districts and the regions from the Civil Service to the Local Government Service; and operationalising the Local Government Service.

## 1 INTRODUCTION

- The Composite Budget system was introduced as part of the National Budget under the Fiscal Decentralization Chapter of the 2012 Budget.
- Decentralization Focal Persons representing the major MDAs involved in the implementation of the NDAP I were appointed and given orientation training to perform as the liaisons between the IMCC Secretariat and the implementing MDAs.
- Three reviews commissioned by the Government of Ghana (GOG) and the Development Partners and three progress reports of the NDAP were undertaken in the course of implementation in 2011, 2012, 2013 and 2014.

## 2 PLAN PREPARATION PROCESS

The plan preparation process for the NDAP (2015–2019) II started with both primary and secondary data collection methods. Primary data was collected through interactions with the Decentralization Focal Persons representing the major MDAs involved in the implementation of the NDPF/NDAP. This was after a set of questionnaires had been administered to them.

For the Focal Group interactions, the Focal Persons were divided into clusters as follows:

- Social Agenda;
- Social Accountability, Popular Participation and Involvement of Non-State Actors;
- Political Decentralization and Legal Reforms
- Fiscal Decentralization; and
- Administrative Decentralization

An interaction was also held with the EU Consultant who did a presentation on “European Union Review of Performance Indicators for Sector Reform Contract under the Ghana Decentralization Support Programme (GSDP II)”.

Secondary data collection largely involved desk review of various reports, documents, books and articles on Decentralization in Ghana and elsewhere. The major and most relevant ones included the following:

1. ACE International Consultants (for the EU): Review of the Performance Indicators for the Sector Reform Contract under the Ghana Decentralization Support Programme funded under the 10th GDF: Ghana Decentralization Support Programme – Draft Aide Memoire, October 2013.

## 2 PLAN PREPARATION PROCESS

2. Ahwoi Kwamena (A Consultancy Report for LGSS): Framework and Systems for Inter- Service/Inter-Sectoral Collaboration and Cooperation between the Local Government Service and Other Services and Sectors to Harmonise Local Government Programmes and avoid Duplication, April 2014.
3. GOG/DPs 2011a: Review of Decentralization Reform Towards a Sector Wide Approach under the Joint Decentralization Review Mission 2011: Final Report 16th December 2011.
4. GOG 2011b: Constitution Review Commission: *Report of the Constitutional Review Commission: From a Political to a Developmental Constitution*. Presented to H.E. The President of the Republic of Ghana, Professor J. E. A. Mills on Tuesday 20th December 2011
5. GOG 2012: *White Paper on the Report of the Constitution Review Commission of Enquiry*. WP No. 1/2012, Accra: Government Printer Assembly Press
6. GOG 2014: Brochure of National Consultative Conference on Strategic Guidelines to Optimise Internally Generated Funds (IGF) in Ghana on the Theme: “Maximising Internally Generated Revenue Potentials for Improved Local Service Delivery” held at the Accra International Conference Centre on 6th May 2014
7. IMCC 2013a: A Performance Assessment Framework for Decentralization in Ghana, IMCC Secretariat, Accra (February)
8. IMCC 2013b: Review of Existing Performance Assessment and Indicators, Accra, IMCC (March)
9. IMCC 2013c: Review of Decentralization Reforms in Ghana. Aide Memoire on the Joint Decentralization Review Mission commissioned by the IMCC of the GOG and the DPs
10. IMCC 2013d: Progress Report on the Implementation of the Decentralization Policy Framework Year 2 (January-December 2013) compiled by IMCC Secretariat (December)

## 2 PLAN PREPARATION PROCESS

11. IMCC Secretariat 2013e: A Performance Assessment Framework for Decentralization in Ghana, February
12. Issacher, J. D. & Kannae, L. A. 2013: Report on Monitoring and Evaluation Framework for Decentralization Reforms in Ghana submitted to the IMCC (June)
13. Kannae, L. A. & Mahama, C. 2013: Basic Monitoring and Evaluation Reference Hand Book for Metropolitan, Municipal and District Assemblies, Kumasi: University Printing Press
14. Opoku-Amankwa, K. & Mahama, C. 2014: Disseminating Government Policy to Local Communities: A Communication Audit on MMDAs, Accra: PageHouse
15. Ministry of Environment, Science, Technology and Innovations 2014: Draft Land Use and Spatial Planning Bill
16. Decentralised Local Governance Bill
17. MLGRD 2013: Operational Manual for Metropolitan and Municipal Assemblies, Local Government Capacity Support Project, Version 1.3 (June)
18. MLGRD 2010: Ghana National Decentralization Policy Framework (April)
19. MLGRD 2010: Ghana National Decentralization Action Plan (April)
20. NDPC 2013: Draft National M & E Manual (April).

The NDAP (2015) was subjected to a lively discussion at a Validation Workshop held at the College of Physicians and Surgeons in Accra on 30th October 2014. Participants at the Workshop included Development Partners, the Decentralization Focal Persons representing the Ministries, Departments and Agencies and representatives of Civil Society Organisations.

The NDAP (2015), as modified to include the Validation Workshop inputs, was adopted by the IMCC and subsequently approved by Cabinet to

## 2 PLAN PREPARATION PROCESS

become the Framework for Decentralization Reform implementation for the 5-year period 2015-2019.

### **3 GUIDING PRINCIPLES**

The National Decentralization Action Plan (NDAP 2015-2019) derives from the NDPF /NDAP (2010-2014). Reviewing the 2010 NDAP, has the advantage of not only allowing for continuity and consistency but also of enabling the uncompleted activities to be mainstreamed under the 2015 NDAP. In this way it enhances best practice. It must be noted that, decentralisation like some administrative reforms is essentially a journey or a process and not a destination or event. The new NDAP, is drawn from the new NDPF, which reduces the number of Thematic/Action areas from ten (10) to five (5) through a series of mergers as follows

#### **Thematic/Action Area 1**

This merges two (2) of the NDPF (2010) Thematic/Action areas namely:

- Political Decentralization and Legal Reforms;
- Institutional Arrangements for Policy Coordination.

#### **Thematic/Action Area 2: Administrative Decentralization**

This is a stand-alone Thematic/Action Area from NDPF (2010).

#### **Thematic/Action Area 3: Decentralized Planning**

This merges three (3) of the NDPF (2010) Thematic/Action Areas namely:

- Decentralized Development Planning and Budgeting;
- Spatial Planning;
- Local Economic Development

#### **Thematic/Action Area 4: Fiscal Decentralization**

This is a stand-alone Thematic/Action Area from NDPF (2010).

#### **Thematic/Action Area 5: Popular Participation**

This merges three (3) of the NDPF (2010) Thematic/Action Areas namely:

- Popular Participation and Accountability;
- Social Agenda;
- Involvement of Non-State Actors in Local Governance.

Consequently, the NDPF (2015) is based on the following five (5) Thematic/Action Areas:

- (i) Political Decentralization and Legal Reforms;
- (ii) Administrative Decentralization;
- (iii) Decentralized Planning;
- (iv) Fiscal Decentralization; and
- (v) Popular Participation.

## **4 POLICY OBJECTIVES AND POLICY MEASURES**

The Policy Objectives and the accompanying Policy Measures of the five (5) Thematic/Action Areas as contained in the NDPF (2015) are as follows:

### **Political Decentralization and Legal Reforms**

#### **Policy Objective**

To ensure effective local governance by strengthening the participation and contribution of various levels of government, different actors in local governance and institutions that monitor the functioning of local governance.

#### **Policy Measures**

- (i) Maintain a more manageable and stable number of districts.
- (ii) Settle or substantially reduce inter-district boundary demarcation disputes.
- (iii) Ensure continuity of structures after the 2015 District Level Elections.
- (iv) Strengthen the sub-district structures of the local governance architecture and make them functional and more effective.
- (v) Improve the quality of MMDAs and members of MMDAs.
- (vi) Improve MMDA procedures and processes and improve decentralization policy coordination at the national level.
- (vii) Implement a change management strategy to dispose personnel more favourably towards decentralization.
- (viii) Create the enabling environment for effective political decentralization.

## **Administrative Decentralization**

### Policy Objective

To improve the administrative and human resource capacity of the MMDAs and other local government stakeholders to ensure quality services delivery.

### Policy Measures

- (i) Conclude the establishment of the Departments of the MMDAs.
- (ii) Decentralize by de-concentration appropriate organisations and Departments to the district and regional levels.
- (iii) Decentralize by devolution appropriate organisations and Departments to the district level.
- (iv) Ensure the autonomy of MMDAs in the area of administrative decentralization.
- (v) Ensure effective inter-service/inter-sectoral collaboration and cooperation at the district, regional and national levels.
- (vi) Enhance the capacity of MMDAs to deliver municipal services effectively and efficiently and on their mandates generally.

## **Decentralized Planning**

### Policy Objective

To strengthen local level capacity for decentralized and participatory planning and budgeting and their integration with the national agenda, strengthen the local capacity for spatial planning and facilitate local economic growth, employment and income generation.

### Policy Measures

- (i) Strengthen the decentralized planning system and process.
- (ii) Enhance the capacity of the relevant institutions to deliver on their spatial planning mandates.

#### 4 POLICY OBJECTIVES AND POLICY MEASURES

- (iii) Ensure the implementation of the LED and PPP policies at the district level for economic growth, employment creation and income generation.
- (iv) Create the enabling environment for the implementation of LED and PPP.

### **Fiscal Decentralization**

#### Policy Objective

To improve funding and financial management of MMDAs

#### Policy Measures

- (i) Ensure implementation of approved IGFF/IGFT and IGF recommendations.
- (ii) Review and harmonise financial sector legislations.
- (iii) Financially capacitate the regional level of governance.
- (iv) Enhance the revenue mobilisation capacity and capability of MMDAs.
- (v) Capacitate the new Municipal Assemblies.
- (vi) Sustain the DDF beyond the pullout date of the DPs.
- (vii) Provide dedicated decentralization funding.
- (viii) Improve the quality of Revenue Improvement Action Plans (RIAPs) of MMDAs.
- (ix) Introduce structural changes in Public Finance Management at the MMDA level.
- (x) Improve service delivery at the MMDA level.

## **Popular Participation**

### Policy Objective

To promote local democracy, participation and accountability through strong and viable stakeholder involvement and to clarify and strengthen the roles and relationships between key non-state actors such as chiefs and traditional authorities and civil society groups in local governance.

### Policy Measures

- (i) Support and promote civic/public education programmes to raise awareness on issues of decentralization, development and municipal services delivery.
- (ii) Strengthen traditional authorities/MMDAs relationships to promote the district development agenda.
- (iii) Implement programmes to benefit the poor, the marginalised, the vulnerable and the disadvantaged.
- (iv) Popular participation should result in job and employment creation opportunities.
- (v) Effectively disseminate information about decentralization and local government “best practices”.

## 5 PLAN ACTION AREAS AND FRAMEWORK

In the light of the objectives and policy measures outlined in Chapter 4, the NDAP provides in the Plan Implementation Matrix, priority thematic/action areas linked to each of the policy objectives. Under each thematic/action area, there are key activities indicated under the various columns in the Plan Implementation Matrix as follows:

- (i) **Policy Measures:** These are the policy Measures identified under each of the five policy objectives in the NDPF (2010).
- (ii) **Key Activities:** These are the minimum tasks to be undertaken in that particular thematic/action area to realise the identified policy measures and eventually the policy objectives. The Plan recognises that there are other related initiatives being undertaken under various programmes and projects in the districts and in other sectoral and partner relations with the MMDAs. Those identified here are intended to complement those ongoing activities as well as initiate other relevant interventions.
- (iii) **The Time Frame:** The Plan covers the following years:
  - Year 1: January to December 2015
  - Year 2: January to December 2016
  - Year 3: January to December 2017
  - Year 4: January to December 2018
  - Year 5: January to December 2019.
- (iv) **Responsible Agencies:** The organisations with primary or lead responsibility for ensuring the implementation of the activities presented in the Key Activities column. The secondary stakeholders will be drawn from the organisations in the implementation framework outlined in the NDPF (2015).

## National Decentralization Action Plan Phase II (NDAP II) 2015-2019 Plan Matrix

### 5.2.1 Political Decentralization and Legal Reforms

**Policy Objective:** Strengthening the participation of the various levels of governance and the different actors in and contribution to effective local governance and coordination and monitoring of the performance of the central and local level institutions.

Policy Measure	Key Activities	Time frame	Responsible Agencies
1. Maintain a more manageable and stable number of districts	<ol style="list-style-type: none"><li>1. Ensure strict compliance with the new criteria for the creation of districts</li><li>2. Include the new criteria for the creation of districts in the draft consolidated Local Government Bill</li><li>3. Political commitment for all registered political parties that no new districts will be created after the 2020 National Population and Housing Census</li></ol>	Y5  Y1-2	MLGRD, OOP  MLGRD, Parliament  PPs

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Time frame</b>	<b>Responsible Agencies</b>
	4. Enact a new C.I. to define the geographical jurisdictions of the 216 MMDAs  5. Enact new L.I.s to Establish each of the 216 MMDAs based on the C.I. issued by the EC	Y1	EC, MLGRD
	1. Implement outstanding recommendations of the Prof. Bening Committee into pre -2012 district boundary demarcation disputes  2. Establish Prof. Bening type Committee to inquire into post -2012 district boundaries demarcation disputes involving the 46 newly created districts  3. Implement the recommendations of the Prof. Bening type post -2012 boundary disputes Committee	Y1-2	MLGRD
2. Settle or substantially reduce inter-district demarcation disputes	4. Prepare an authentic and accurate political map of Ghana and regions of Ghana depicting all the 216 MMDs and their boundaries	Y2-4	Survey Dept, MLNR

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Time frame</b>	<b>Responsible Agencies</b>
3. Ensure continuity of structures of local governance after 2015 DLE	1. Conduct MMDA and UC elections 2. Appoint 30% membership of the MMDAs 3. Inaugurate the MMDAs, UZTACs, UCs	Y1&5	EC, NCCE
4. Strengthen the sub-district structures of the local governance architecture and make them functional and more effective	1. Prepare Roadmap for operationalization of sub-district structures 2. Delegate L.I. on SMDCs and L.I. 1967 functions to SMDCs, UZTACs and UCs 3. Implement revenue-sharing provisions of L.I. on SMDCs and L.I. 1967 4. Arrange Orientation courses for UZTAC and UC members	Y1 & Y2	MLGRD, SMDCs, UZTACs, UCs
5. Improve the quality of MMDAs and members of MMDAs	1. Include Guidelines for the appointment of 30% MMDA members in the consolidated Local Government Bill 2. Conduct occupational analysis of elected MMDA members	Y1 &5	MLGRD, Parliament EC, MLGRD

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Time frame</b>	<b>Responsible Agencies</b>
	3. Identify skills gaps in membership of elected MMDA members and appoint the 30% to fill those skills gaps	Y1	MLGRD, RCCs
	4. Organize Orientation courses for MMDA members	Y1	MLGRD
	5. Issue Guidelines indicating criteria for appointment of MMDCEs	Y1	MLGRD
	6. Apply criteria in Guidelines to interview prospective MMDCE candidates to assess their competence	Y1-5	MLGRD, OOP
	7. Nominate, approve and appoint successful candidates to fill vacant MMDCE positions	Y1-5	MLGRD, OOP
	8. Arrange domestic and international study tours for MMDCEs to learn from “best practices”	Y1-5	MLGRD
	9. Arrange refresher courses on “Decentralization and Local Governance” for MMDCEs at ILGS and GIMPA	Y1-5	MLGRD

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Time frame	Responsible Agencies
6. Improve MMDA procedures and processes and improve decentralization policy coordination at the national level	<p>1. Revise Model Standing Orders regulating MMDA procedures and processes to reflect changes in local governance framework</p> <p>2. IMCC and IMCC Secretariat to be Responsible for monitoring of the implementation of the revised consolidated Local Government Act</p> <p>3. IMCC and IMCC Secretariat to be Responsible for policy coordination and decentralization reform implementation under NDAP II</p> <p>4. Select one of the following 5 options to be Responsible for the performance of the political functions of the Ministry:</p> <ul style="list-style-type: none"> <li>(i) Create Political Desk at MLGRD;</li> <li>(ii) MLGRD to perform functions using non-civil service Task Forces;</li> <li>(iii) Convert MLGRD into Secretariat for Decentralization;</li> <li>(iv) Transfer functions to Presidency;</li> <li>(v) Transfer functions to IMCC</li> </ul>	Y2    Y1-5    Y1-4	MLGRD    IMCC, IMCC Secretariat    IMCC, IMCC Secretariat    MLGRD, OOP

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Time frame</b>	<b>Responsible Agencies</b>
7. Implement change management strategy to dispose personnel more favourably towards decentralization	<ol style="list-style-type: none"> <li>1. Work out effective change management programme</li> <li>2. Implement change management programme at national, regional and district levels</li> <li>3. Organise annual decentralization retreats for Ministers and Chief Directors</li> <li>4. Incorporate the IMCC concept into the draft consolidated Local Government Bill</li> </ol>	<p>Y1-2</p> <p>Y2-5</p> <p>Y2-5</p> <p>Y1</p>	<p>IMCC, MLGRD, LGSS</p> <p>IMCC, MLGRD, LGSS</p> <p>OOP, IMCC, Secretariat</p> <p>LRTF, MLGRD</p>
8. Create the enabling environment for stable and effective political decentralization	<ol style="list-style-type: none"> <li>1. Political leadership of Ministries implementing decentralization not to be changed too often</li> <li>2. Commission study into the political role of the MIG and his relationship with DCEs in the context of the relationship of the other Ministers whose sectors are decentralized</li> <li>3. Clear-cut qualifications for MMDCEs and criteria for their appointment to be spelt out</li> </ol>	<p>Y1-5</p> <p>Y1-2</p> <p>Y1-5</p>	<p>OOP</p> <p>IMCC</p> <p>OOP, MLGRD</p>

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Time frame	Responsible Agencies
4.	Organize sandwich, modular and refresher programmes for MMDCEs	Y2-5	ILGS, GIMPA
5.	Take audit of all district-level Committees chaired by the MMDCE	Y1	MLGRD
6.	Specify which district-level Committees should mandatorily be chaired by the MMDCE	Y1	MLGRD
7.	Devise strategies to whip up enthusiasm in DLEs to Ensure high level patronage and turnout	Y1,4,5	MLGRD, EC, NCCE, ISD
8.	Develop a 'Decentralization Progress Index' (DPI) to Measure progress of decentralization implementation at the national, regional and district levels	Y1-2	IMCC
9.	Use DPI to assess progress of Decentralization implementation	Y2-5	IMCC
10.	Establish Decentralization Working Groups (DWGs) among the Decentralization Sector Focal Persons to track decentralization implementation and help compile the DPI	Y1-5	IMCC

## 5.2.2 Administrative Decentralization

**Policy Objective:** To improve the administrative and human resource capacity of the MMDAs and other local government's stakeholders to Ensure quality services delivery.

Policy Measure	Key Activities	Timeline	Responsible Agencies
1. Conclude the Establishment of the Departments of MMDAs	1. Review L.I. 1961 and include the following as Departments of the MMDAs (i) GES (ii) GHS (iii) Departments of Veterinary Services and PPRS to form part of the Department of Agriculture	Y1-2	LRTF, MOE MOH
	(iv) Department of Rural Housing in the DAs (v) Department of Urban Housing in the MMAs (vi) BACs of NBSSI to form the core of the DOTI	Y1-2	LGSS
	(vii) Statistical Service to merge with the RBD to form the Department of Statistics	Y1-2	LRTF, MOFA LRTF, MWRWH LRTF, MWRWH LRTF, MOTI LRTF, SS, MOF LGSS

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Timeline	Responsible Agencies
	(vii) Department of Women and the Department of Children to devolve to the district level to merge with the DSWCD to form the Department of Gender, Social Protection and Community Development	Y1-2	LRTF, MGCS, MLGRD
2.	DUR and DFR remain as Departments of the MMDAs and should function as such	Y1-5	IMCC, PSC, MRH
3.	Develop programme for HODs of all 10 L.I. 1961 Schedule Departments before they are appointed	Y1	LGSS
4.	Fully integrate all 10 L.I. 1961 Schedule I Departments into the MMDAs within one year	Y1	LGSS
5.	Fast-track work on the revision of the laws of the 4 L.I. 1961 Schedule 2 Departments and have them enacted	Y1	LRTF, AG, Parliament

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Timeline	Responsible Agencies
	<p>6. Enact the Land Use and Spatial Planning Act and the revised Cooperatives Act</p> <p>7. Fast-track work on the revision of the FAA and its accompanying Regulations</p> <p>8. Establish all 7 L.I. 1961 Schedule 2 Departments as Departments of the MMDAs</p>	Y1	DT&CP, LAP, LRTF, MELR, Department of Cooperatives, AGD, Parliament
	<p>2. Decentralize by devolution appropriate organizations and Departments to the district level</p>	Y1-2	FDU/MCF, LRTF, IMCC, Parliament
	<p>1. Devolve the following Departments to the district level:</p> <ul style="list-style-type: none"> <li>(i) Ghana Education Service</li> <li>(ii) Ghana Health Service</li> <li>(iii) Statistical Service</li> <li>(iv) Rent Control Unit</li> <li>(v) Department of Women</li> <li>(vi) Department of Children</li> </ul>	Y1-3	MOE, MOH, GES, GHS, MG CSP, SS, MWRWH, MMDAs

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Timeline	Responsible Agencies
3 . Decentralize by de-concentration appropriate organizations and Departments to the district and regional levels	<p>1. De-contract the following Departments and Organisations to the district level:</p> <ul style="list-style-type: none"> <li>(i) National Disability Council</li> <li>(ii) Food and Drugs Authority</li> <li>(iii) PRAAD</li> </ul> <p>2. De-concentrate the following Departments &amp; organizations to the regional level:</p> <ul style="list-style-type: none"> <li>(i) National Peace Council</li> <li>(ii) Registrar-General's Department</li> <li>(iii) Legal Aid Scheme</li> </ul>	Y3-5	MGCSP, MLGRD, FDA, PRAAD, MMDAs

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Timeline</b>	<b>Responsible Agencies</b>
<p>4. Ensure effective inter-service/inter-sectoral collaboration and cooperation at the district, regional and national levels</p>	<ol style="list-style-type: none"> <li>1. Approve the recommendation and Cooperation'</li> <li>2. Implement the recommendations of the study on 'Inter-Service/Inter-Sectoral Collaboration and Cooperation'</li> <li>3 Commission study on 'Institutional Framework for Administrative Decentralization'</li> <li>4. Approve and implement the recommendation of the study on 'Institutional Framework for Administrative Decentralization'</li> <li>5. Fast-track the implementation of the 'Ministerial Realignment and Restructuring'</li> </ol>	<p>Y1</p> <p>Y2-5</p> <p>Y2</p> <p>Y3-5</p> <p>Y1-2</p>	<p>IMCC, LGSS, Cabinet</p> <p>IMCC, LGSS</p> <p>LGSS</p> <p>IMCC, LGSS</p> <p>PSC/IMCC/OHCS</p>

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Timeframe</b>	<b>Responsible Agencies</b>
5. Enhance the capacity of MMDAs to deliver municipal services effectively and on their mandates generally	<ul style="list-style-type: none"> <li>1. Ensure quality assurance in local government and decentralization capacity building and training</li> <li>2. Accredite all private sector organisations desirous of offering local government capacity building and training</li> <li>3. Certify individual trainers involved in local government capacity building and training</li> <li>4. Improve physical infrastructure and human resource base of ILGS</li> </ul>	<ul style="list-style-type: none"> <li>Y1-5</li> <li>Y2-5</li> <li>Y2-5</li> <li>Y2-5</li> </ul>	<ul style="list-style-type: none"> <li>LGSS</li> <li>ILGS</li> <li>LGSS</li> <li>LGSS</li> </ul>

## 5.2.3 Decentralized Planning

**Policy Objective:** to strengthen local level capacity for decentralized and participatory development planning and budgeting and their integration with the national agenda, strengthen the local capacity for spatial planning and facilitate local economic growth, employment and income generation

Policy Measure	Key Activities	Time frame	Responsible Agency
1. Strengthen the decentralized planning system and process	<ol style="list-style-type: none"> <li>1. Ensure the enactment of the pipeline National Development Planning Commission Instrument and the National Development Planning (System) L.I.s</li> <li>2. Implement the provisions of the NDPC and NDPS(L) L.I.s</li> </ol>	Y1  Y2-5	NDPC, Parliament  NDPC
2. Enhance the capacity of the relevant institutions to deliver on their spatial planning mandates	<ol style="list-style-type: none"> <li>1. Enact the Land Use and Spatial Planning Bill into law</li> <li>2. Establish the Land Use and Spatial Planning Authority</li> <li>3. Implement the provisions of the Land Use and Spatial Planning Act</li> </ol>	Y1  Y2  Y2-5	DT&CP, LAP, MLNR, Parliament  MLNR  LUSPA, MLNR

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Time frame	Responsible Agency
	4. Lift the freeze on recruitment into the DT&CP	Y1	MOF
	5. Recruit additional spatial planners to fill vacancies at the district level	Y2-3	LGSS, DT&CP
3. Ensure the implementation of the LED and PPP policies at the district level for economic growth, employment creation and income generation	1. Launch the National LED Policy and Operational Manual 2. Resume and complete regional-based training on the LED Operational Manual 3. Prepare Roadmap for implementation of LED Policy at the district level 4. Implement the LED Policy at the district level 5. Modify the PPP Policy to make it MMDA-friendly 6. Pilot PPP implementation in at least one district per region 7. Implement PPP in all 216 districts	Y1  Y1  Y1  Y2-5  Y1  Y2-3  Y3-5	MLGRRD  MLGRRD  MLGRRD  MMDAs  MOF, MLGRRD  MOF, MLGRRD, RCCs  MMDAs

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Time frame</b>	<b>Responsible Agency</b>
4. Create the enabling environment for the implementation of LED and PPP	<ol style="list-style-type: none"> <li>1. Encourage MMDAs to deepen consultations and publicise fee-fixing Resolutions on a timely basis</li> <li>2. Review the Public Procurement Act, 2003, Act 663, to promote PPP activities by enabling local companies and contractors to bid for and win MMDA contracts</li> <li>3. Promote inter-district trade and harmonise and resolve multiple taxes on same goods /services</li> <li>4. Continue and conclude the street-naming and property-addressing exercise in all districts</li> <li>5. Issue model bye-law under section 81 of Act 462 making the defacing, damage or removal of signage of street names an offence</li> <li>6. Replicate model bye-law in all 216 districts</li> <li>7. Tar, pave or concrete all major markets in the country and those in the district capital in particular</li> </ol>	Y2-5 Y1 Y1-5 Y1-2 Y1 Y1-2 Y3-5	MLGRD, MMDAs PPA, MOF MMDAs MMDAs, MLGRD MLGRD MMDAs MMDAs, MLGRD

## 5.2.4 Fiscal Decentralization

**Policy Objective:** Improve funding and financial management of MMDAs

Policy Measure	Key Activities	Time frame	Responsible Agencies
1. Ensure implementation of approved IGFF/ IGF and IGF recommendations	<ol style="list-style-type: none"> <li>Approve the recommendations of the IGFF/IGFT and IGF studies</li> <li>Implement the recommendations of the IGFF/IGFT and IGF studies</li> </ol>	Y1 Y2-3	FDU/MOF, IMCC, Cabinet MOF
2. Review and harmonise financial sector legislations	<ol style="list-style-type: none"> <li>Review and harmonise the FAA, 2003, Act 654 and the FAR, 2004, L.I.1802</li> <li>Delineate responsibilities between FDU/ MOF and FDS/MLGRD in relation to IGFs of MMDAs</li> <li>Review the FM for MMDAs, 2004</li> <li>Review and enact the Municipal Finance Bill to make more flexible the borrowing powers of MMDAs</li> <li>Increase the basic rate to one day's minimum wage payable by adult residents in one year</li> </ol>	Y2-3 Y1-2 Y1-2 Y1-2 Y2	FDU/MOF, LRTF, C& AGD FDU/MOF, FDS/MLGRD, IMCC, Cabinet MLGRD MOF, LRTF, MLGRD MLGRD, FDU/MOF, MMDAs

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Time frame	Responsible Agencies
	6. Review the legislation to Ensure that non-tax revenue of decentralized Departments (but not cost-recovery fees) are paid to MMDAs and not into the Consolidated Fund	Y1	MLGRD, MOF
3. Financially capacitate at the regional level of governance	1. Pursue the initiative to introduce a regional budget line into the national budget	Y1-2	FDU/MOF, IMCC, Cabinet
4. Enhance the revenue mobilization capacity and capability of MMDAs	<ol style="list-style-type: none"> <li>1. Central Government to continue to pay professionals staff of the Revenue Unit but revenue collectors to be paid by the MMDAs out of their IGFs</li> <li>2. Rope in "night trading" into the MMDAs' fees net</li> <li>3. The PFM thematic areas targeting 46 MMAs under the LGCSP should be extended to all 216 MMDAs</li> <li>4. The training on the Social Accountability Template for 46 MMAs under the LGCSP should be extended to all 216 MMDAs</li> <li>5. Explore new revenue sources that may be ceded to MMDAs for collection as IGFs</li> </ol>	Y2-5  Y2  Y2-4  Y2-4  Y1-2	MOF, MLGRD, LGSS, C&AGD  MLGRD, MMDAs  FDU/MOF, MLGRD  FDU/MOF, LGSS NCCE  MLGRD, MOF

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Time frame	Responsible Agencies
	6. Undertake study in 'Revenue Generation and Sharing' to determine the scientificity of the gearing between Central and local governments	Y3-4	MLGRD, MOF
	7. Undertake study to determine the minimum cost of providing services by MMDAs	Y4-5	MLGRD, LGSS
	8. Move the MMDA Revenue Unit from under the Finance Department and Establish a separate Revenue Mobilisation Department	Y1-2	LGSS
5. Capacitate the new Municipal Assemblies	Negotiate a facility for the 8 new Municipal Assemblies created in 2012 akin to the UDG support for the pre-2012 Municipal Assemblies	Y1-5	MLGRD, MOF
6. Sustain the DDF beyond the pullout date by the DPs	Reduce the 7.5% DACF to its constitutional minimum of 5% as an Entitlement Fund and use the extra 2.5% to continue the DDF as a Performance Based Grant Fund	Y4-5	Parliament, MLGRD, MOF, DACFA
7. Dedicated Decentralization Funding	There should be a line in the national budget dedicated to the funding of Decentralization	Y1-5	IMCC Secretariat MOF

## 5 PLAN ACTION AREAS AND FRAMEWORK

<b>Policy Measure</b>	<b>Key Activities</b>	<b>Time frame</b>	<b>Responsible Agencies</b>
<b>8. Improve quality of RIAPS of MMDAs</b>	<ol style="list-style-type: none"> <li>1. A special national programme to support all MMDAs to value or revalue properties within their jurisdictions should be put in place by the CG as a matter of urgency</li> <li>2. MMDAs should introduce technology in their strategies for fund mobilisation</li> <li>3. Implement the recommendations of the study report on <i>Budget, Reporting and Auditing Strategy</i></li> </ol>	Y2-5   Y1-5	MCF, LVD   MMDAs   C&AGD, GAS, MMDAs
<b>9. Introduce structural changes in PFM at the MMDA level</b>	<ol style="list-style-type: none"> <li>1. The Internal Audit Units of the MMDAs should absorb the Local Government Inspectorate Division of the MLGRD</li> <li>2. With this absorption, the provision on the Inspectorate Division in Act 462 should be repeated in the draft consolidated Local Government Bill.</li> <li>3. GIMIS should be expanded to cover all expenditure areas and the timetable for its roll out completed as planned.</li> <li>4. Enact a separate District Finance Administration Act to govern the financial management and the operations of MMDAs</li> </ol>	Y1    Y1    Y1-2    Y2-3	MLGRD, LRTF, IAA    LRTF, MLGRD    GIMIS Secretariat, FDU/MOF    FDU/MOF, LRTF, MLGRD

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Time frame	Responsible Agencies
	5. The GAS should plan to deploy fully in all MMDAs in order to Ensure their timely completion of audits	Y1-5	GAS, MOF
10. Improve service delivery at the MMD level	The development of service delivery guidelines which should include Land Valuation Division, Forestry, Health and Education and others should be completed and implemented.	Y2	LGSS, LVD, MCE, MOH, Forestry Commission

## 5.2.5 Thematic/Action Area 5: Popular Participation

**Policy Objective:** Promote local democracy, participation and accountability through strong and viable stakeholder involvement and to clarify and strengthen the roles and relationships between key non-state actors such as traditional authorities and civil society groups in local governance

Policy Measure	Key Activities	Timeline	Responsible Agencies
1. Support and promote civic/public education programmes to raise awareness on issues of decentralization, development and municipal services delivery activities	1. Ensure adequate levels of funding to constitutional and administrative bodies such as NCCE, CHRAJ, EOCCO and ISD to conduct education and sensitization activities	Y1-5	MOF
	2. Develop National Framework and Practitioner Manual on Popular Participation to promote the use of social auditing techniques by MMDAs to increase participation and strengthen local level accountability	Y1-5	NCCE, MMDAs
	3. Strengthen the capacity of MMDA members to engage with their electorate on the district development agenda	Y1-5	MLGRD, MOF

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Timeframe	Responsible Agencies
	<p>4. Streamline, coordinate and harmonise activities of CSOs with those of MMDAs to ensure that CSO activities are properly integrated into the district development agenda</p> <p>5. Organise Annual "Accountability Forum" to give voice to CSOs and non-state actors</p>	Y1-5	LOGNET, MLGRD, MMDAs, NALAG
2. Strengthen traditional authorities /MMDAs	<p>1. Develop and implement National Framework on Popular Participation to clarify the roles and relationships of traditional authorities and CSOs with MMDAs to ensure that their potentials are tapped for district development</p> <p>2. Strengthen participation of traditional authorities in MMDA processes such as resource mobilization, infrastructure development, conflict resolution and natural resource management</p>	<p>Y1</p> <p>Y1-5</p>	<p>MLGRD, MCTA, NALAG</p> <p>MLGRD, MCTA, MMDAs, IMCC, NALAG</p>

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Timeline	Responsible Agencies
	<p>3. Develop modalities for effective consultations with the traditional authorities and other interest groups in appointing the 30% membership of the MMDAs</p> <p>4. MMDAs to provide office accommodation for Traditional Councils within their districts as far as practicable</p>	Y1, Y4 Y1-5	MLGRD, MCTA MMDAs
3. Implement programmes to benefit the poor, the marginalized, the vulnerable and the disadvantaged	<p>1. MMDAs should design their own programmes for PWDs in consultation with the NCPD</p> <p>2. MMDAs disability programmes should go beyond physical impairment to visual, audio and other forms of impairment</p> <p>3. Back the 2% Disability Fund with legislation</p> <p>4. MMDAs to be Responsible for public sector organisations complying with the provisions of the PWD Act</p>	Y1-5 Y1-5 Y1-2 Y1-5	MMDAs MMDAs MLGRD MMDAs

## 5 PLAN ACTION AREAS AND FRAMEWORK

Policy Measure	Key Activities	Timeline	Responsible Agencies
	5. District public sector organisations compliance with the PWD Act should be made a FOAT assessment criterion	Y1-5	MLGRD, DDF Secretariat
	6. Decentralize by devolution the LEAP to the district level	Y2-5	MGCSP, MOF, MMDs
4. Popular participation should result in job and employment creation opportunities	1. Employment creation should be the main focus of MMDA LED activities 2. Labour Department and Factories Inspectorate Department to be de-concentrated to all districts where over 25% of the labour force is engaged in the formal sector	Y1-5	MLGRD, MMDAs MELR
5. Effectively disseminate information about decentralization and local governance "best practices "	1.	Y1-2	MOF, MLGRD

## 6 MONITORING AND EVALUATION

Three levels of monitoring and evaluation of Plan implementation are envisaged: national, regional and district.

At the national level, monitoring and evaluation will be done by the IMCC Secretariat. The Secretariat will coordinate the preparation of annual programmes with targets and assigned responsibilities for plan implementation and other implementing agencies. The Secretariat will also be responsible for collating monitoring reports from the sectors, regions and districts based on the national framework of indicators and common assessment structure.

The annual decentralization reform workshop proposed in the NDPF (2015) will review the progress of decentralization reform implementation using the Decentralization Focal Persons and the proposed Sector Working Groups and accommodate other existing performance assessment frameworks such as the FOAT and the NDPC Performance Assessment Framework.

At the regional level, the RPCUs will collate the monitoring and evaluation reports from the MMDAs and submit these to the IMCC through the RCCs for incorporation into the National M&E Report.

At the district level, the DPCUs will monitor and evaluate district level implementation using the indicators contained in the NDAP II Plan Implementation Matrix and submit these to the RPCUs through the MMDAs for incorporation into the collated Regional Reports.

The common assessment structure to be used for monitoring and evaluation is that contained in this NDAP (2015) Implementation Matrix. A combination of the following columns in the Matrix provides the indicators for the Performance Assessment Framework which has been

developed to monitor implementation. The relevant columns of note in the PAF matrix are as follows:

**Column 5-Expected Outputs:** This seeks to set the target to measure the extent to which the policy measures have been attained and is usually related to the expected short-term results of the activity, for example, a basic school building was constructed by the MMDA.

**Column 6-Expected Outcome:** This seeks to measure the extent to which the objective was attained and is usually related to the expected medium-term results of the activity, for example that as a result of the attainment of the output (policy measure – construction of the basic school building), basic school enrolment in the community was doubled.

**Column 7-Expected Impact:** This seeks to measure the extent to which the attainment of the objective (expected outcome) positively affected the standard of living on the community and is usually related to the long-term results of the activity, for example that almost all the final year basic school students consistently passed their final year examinations so that there was a marked improvement in the quality of education in the community, leading to improvement of the standard of living and therefore of the quality of life in the community.

**Column 8-Means of Verification:** This identified the evidence from which the expected outputs and outcomes may be measured. The expected impact being long-term is usually identified by verifiable and empirical observation spanning a long period of time and is therefore not easily verifiable through the evidence provided in the means of verification column.