

REPUBLIC OF GHANA

INTER- MINISTERIAL COORDINATING COMMITTEE ON DECENTRALISATION



IMCC SECRETARIAT

# END OF TERM PROGRESS REVIEW REPORT

ON THE IMPLEMENTATION OF THE NATIONAL  
DECENTRALISATION POLICY FRAMEWORK/ACTION PLAN

DECEMBER 2014

Prepared by:  
IMCC Secretariat  
OFFICE OF THE PRESIDENT,  
P. O. Box KD118  
Accra

<b>TABLE OF CONTENT</b>	
<b>TABLE OF CONTENT .....</b>	<b>2</b>
<b>ACRONYMS .....</b>	<b>3</b>
<b>FOREWARD.....</b>	<b>7</b>
<b>CHAPTER ONE.....</b>	<b>8</b>
<b>1.0 INTRODUCTION.....</b>	<b>8</b>
<b>CHAPTER TWO.....</b>	<b>11</b>
<b>2.0 PROGRESS ON IMPLEMENTATION OF POLICY ACTION AREAS.....</b>	<b>11</b>
<b>2.1 POLITICAL DECENTRALISATION AND/LEGAL REFORM.....</b>	<b>11</b>
<b>2.2 DECENTRALISED DEVELOPMENT PLANNING AND BUDGETING .....</b>	<b>16</b>
<b>2.3 SPATIAL PLANNING .....</b>	<b>18</b>
<b>2.4.0 THE SOCIAL AGENDA .....</b>	<b>20</b>
<b>2.5.0 FISCAL DECENTRALISATION .....</b>	<b>24</b>
<b>2.6.0 INSTITUTIONAL ARRANGEMENTS FOR POLICY COORDINATION.....</b>	<b>26</b>
<b>2.8.0 INVOLVEMENT OF NON STATE ACTORS .....</b>	<b>30</b>
<b>CHAPTER THREE.....</b>	<b>38</b>
<b>3.0 CHALLENGES AND CONCLUSION.....</b>	<b>38</b>

## ACRONYMS

ADTF	Administrative Decentralisation Task Force
AG	Attorney General
BAC	Business Advisory Centre
C & AG	Controller and Accountant General
CBO	Community-Based Organisation
CG	Central Government
CHO	Community Health Officer
CRC	Constitutional Review Commission
CS	Civil Service
CSO	Civil Society Organisation
DA	District Assembly
DACF	District Assemblies Common Fund
DACFA	District Assemblies Common Fund Administrator
DCD	District Coordinating Director
DCE	District Chief Executive
DOC	Department of Children
DOVVSU	Domestic Violence and Victim Support Unit
DPCU	District Planning Coordinating Unit
DT&CP	Department of Town and Country Planning
DVLA	Driver and Vehicle Licensing Authority
EC	Electoral Commission
EDF	European Development Fund
EU	European Union
FAA	Financial Administration Act
FBO	Faith-Based Organisation
FDU	Fiscal Decentralisation Unit
FOAT	Functional Occupational Assessment Tool
GDSP	Ghana Decentralisation Support Project
GETFund	Ghana Educational Trust Fund
GFS	Ghana Fire Service
GII	Ghana Integrity Initiative
GIMPA	Ghana Institute of Management and Public Administration
GIZ	German Development Co-operation

GOG	Government of Ghana
GSGL	GIMPA School of Governance and Leadership
GYEEDA	Ghana Youth Employment and Entrepreneurial Developmental Agency
HLSC	High Level Strategy Committee
HOD	Head of Department
IAA	Internal Audit Agency
IEC	Independent Emoluments Commission
IGFs	Internally-Generated Funds
ILGS	Institute of Local Government Studies
ILO	International Labour Organisation
IMCC	Inter-Ministerial Coordinating Committee
LAP	Land Administration Project
LEDTF	Local Economic Development Task Force
LGS	Local Government Service
LGSS	Local Government Service Secretariat
L.I.	Legislative Instrument
LOGNET	Local Government Network
LOGODEP	Local Government Development Project
LRTF	Legislative Review Task Force
LUPMP	Land Use Planning and Management Project
LVB	Land Valuation Board
MCTA	Ministry of Chieftaincy and Traditional Affairs
MDAs	Ministries, Departments and Agencies
MDTP	Medium Term Development Plan
M&E	Monitoring and Evaluation
MGCSP	Ministry of Gender, Children and Social Protection
MELR	Ministry of employment and labour relation
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Assemblies
MMDCEs	Metropolitan, Municipal and District Chief Executives
MOE	Ministry of Education
MOF	Ministry of Finance
MOH	Ministry of Health
MOI	Ministry of Interior

MOJAG	Ministry of Justice and Attorney General
MOTI	Ministry of Trade and Industry
MP	Member of Parliament
MTDP	Medium Term Development Plan
NAB	National Accreditation Board
NBSSI	National Board for Small-Scale Industries
NCCE	National Commission for Civic Education
NCPD	National Council on Persons with Disability
NDAP	National Decentralisation Action Plan
NDPC	National Development Planning Commission
NDPF	National Decentralisation Policy Framework
NGO	Non-Governmental Organisation
NTWG	National Technical Working Group
NYA	National Youth Authority
NYEP	National Youth Employment Programme
ODA	Office of the District Assembly
OHCS	Office of the Head of Civil Service
OHLGS	Office of the Head of Local Government Service
PCU	Planning Coordinating Unit
PM	Presiding Member
PPA	Public Procurement Authority
PPP	Public-Private Partnership
PSC	Public Services Commission
PWD	Persons with Disability
RCF	Regional Coordinating Fund
RM	Regional Minister
RPCU	Regional Planning Coordinating Unit
RTWG	Regional Technical Working Group
SBA	Small Business Association
SME	Small and Medium-Scale Enterprise
SOE	State-Owned Enterprise
TBA	Traditional Birth Attendant
TFCB	Task Force on Composite Budget

UC	Unit Committee
UNDP	United Nations Development Programme
UZTACs	Urban, Zonal, Town and Area Councils
VCT	Voluntary Counselling and Testing
YLSTI	Youth Leadership and Skills Training Institute

## **FOREWARD**

Ever since the inception of the National Decentralisation Policy Framework and Action Plan, there has been increased interest in decentralisation especially with its benefits of improving lives; service delivery, broadening horizontal and downward accountability and deepening citizens participation in governance.

The policy has clear objectives and focuses on ten thematic areas of action namely; Political decentralisation and legal issues, Administrative Decentralisation, Decentralised Development Planning, Spatial Planning, Local Economic Development, Fiscal Decentralisation, Popular Participation and Accountability, the Social Agenda, the Involvement of Non-state Actors in local governance and Institutional Mechanisms for Policy Coordination.

The Policy framework is operationalized by the National Decentralisation Action Plan which outlines policy measures, key activities, timelines and responsible agencies to oversee the implementation of these activities.

Given the IMCC Secretariat's role to ensure that the coordination and monitoring of the policy is carried out effectively, a desk study was undertaken on available secondary literature. The study sought to highlight and harmonise achievements and challenges in the implementation of the National Decentralisation Action Plan.

This report is a compilation of activities undertaken by various responsible agencies as captured in the NDAP as well as the challenges to the effective implementation of the action plan.

While it is commendable that every activity under institutional arrangements for policy coordination has been accomplished; considerable progress has been made in all other areas especially; Administrative and Fiscal Decentralisation. Activities in the area of political and legal reforms have not been implemented at the anticipated pace due to outstanding constitutional amendments based on the CRC report and the government White Paper as well as the current court injunction on the work of the CRIC.

All stakeholders are entreated to take a keen interest in this report and the successes that have been chalked in the implementation of the National Decentralisation Policy/Action Plan.

**DR. CALLISTUS MAHAMA**  
**EXECUTIVE SECRETARY**

## CHAPTER ONE

### 1.0 INTRODUCTION

Decentralisation of government and governance from superior to lower tiers of government is an international phenomenon (Rodríguez-Pose and Gill, 2005). The rationale is that this process meets multiple objectives of increasing the efficiency of public services, improving legitimacy and accountability of political institutions and fostering the growth of local and regional economies. Internationally, we can identify a widespread, if heterogeneous, trend toward decentralisation by national governments.

Public sector decentralisation has become a global phenomenon. Many countries pursue it with the stated intention(s) of improving service delivery, enhancing governance and accountability, increasing equity, and/or promoting a more stable state, among others. Despite the level of attention that decentralisation receives, our systematic practical knowledge about it is modest.

The international literature on decentralisation is focused upon the redistribution of power and resources to lower tiers of government. The literature produces ambiguous and at times contradictory findings about the impacts of decentralisation on governance, public services, local growth and wellbeing. These are partly the result of data and methodological limitations and a product of the questions that are asked. For example, we find quite contradictory evidence about the impacts of decentralisation on the efficiency of local services, reflecting the difficulties in finding adequate means of measurement and data and depending upon the specific policy areas addressed. Nonetheless, decentralisation ensures that the interest of the public is more obvious, better understood, and more within the reach of every citizen.

Political economy is understood to mean “the interaction of political and economic processes in a society: the distribution of power and wealth between different groups and individuals, and the processes that create, sustain and transform these relationships over time.” (How to note, DFID, 2009). The normative argument in favour of small administrative units as a form of political organisation of the state able to enhance democratic participation and citizens’ satisfaction can be traced back to de Montesquieu (1748: 140):

According to Local Development International LLC(2003), Decentralisation involves assigning public functions, including a general mandate to promote local well being, to local governments, along with systems and resources needed to support specific goals.

Decentralisation is acknowledged to be one of the most acceptable forms of governance that allows for greater participation of the citizenry for good governance and participatory democracy (Offei-Aboagye, 2004; Ayee, 2003). The hallmark of decentralization as a strategy of governance is to ensure popular citizen participation and ownership of the governance system especially at the local level. After many forms of Governance and attempts to decentralize, Ghana embraced decentralisation in order to make its public sector more efficient, accountable and responsive to the local needs of her citizens (Ahoi, 2001; Ayee, 2003).

Ayee (2008: 233) notes that, since independence, succeeding governments in Ghana have preoccupied themselves with decentralization because they regarded it as a necessary condition for not only the socio-economic development of the country, but also as a way of achieving their political objectives such as the recentralization of power and legitimacy”.

In Ghana, the decentralisation process seeks to devolve political, administrative and financial authority from the centre to the assemblies. This is clear from the provisions of the Fourth Republican Constitution. However, over twenty years of implementation of the decentralization and local governance prerequisites, the envisaged ends have only been partially achieved. Article 34 Section 5 (d) of the 1992 Constitution required the state to “make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts and by affording all possible opportunities to the people to participate in decision- making at every level in national life and in government”. Chapter 20 identified the essentials for achieving this objective as:

- Transfer of functions, powers, responsibilities and resources from the centre to local government;
- Measures to build the capacity of local authorities to plan, initiate, coordinate, manage and execute policies;
- Establish a sound financial base with adequate and reliable sources of revenue;
- Vest control of persons in the service of local governments in local authorities, as far as possible; and
- Create opportunities for people to participate effectively in governance to ensure the accountability of local authorities.

While relevant legislation had been enacted to empower local authorities, the assignment of financial, human and other resources to match the functions had not been achieved. There were accountability issues including that of the chief executive to local communities, the effectiveness of assembly members and adequacy of citizens’ participation in local governance. Some aspects required review including the circumstances of the sub-district structures, modes of selecting chief executives and appointed members, the role of traditional authorities in local governance arrangements and collaboration between assemblies and interest-groups. Fiscal decentralization, integration of district level departments in assemblies, composite budgeting and staff control by local authorities were still incomplete. The local government service envisaged by local government and civil service legislation was not operational.

Some service and financial management laws developed during the two decades contradicted devolution of power and responsibility to the assemblies, thereby hampering complementarity, consistency and sustainability in local level development. The role of the region was interpreted in various ways and that level was inadequately resourced for the envisaged functions. Capacities for spatial planning, financial management, revenue mobilization and managing partnerships with the private and civil society sectors amongst others remained to be built.

Efforts were made to rectify some of these concerns through the National Decentralization Action Plan (2004). Some of the achievements during the period included the adoption of the functional organizational assessment tool (FOAT), legislation to establish the local government service and a plan to de-couple local government from the central civil service.

In spite of these efforts, there was still the need for a coherent policy framework to interpret and accelerate decentralization in response to the development aspirations of Ghanaians. A stakeholder review process undertaken between September, 2009 and January 2010 provided inputs for the Decentralization Policy Framework whose theme is “Accelerating Decentralization and Local Governance for National Development”.

The National Decentralization Policy Framework and action plan focuses on ten main priority areas: political decentralisation and legal issues, Administrative decentralisation, Decentralised development planning, spatial planning, Local economic development, Fiscal decentralisation, Popular participation and accountability, The social agenda, Involvement of non-state actors in local governance and Institutional mechanism for policy coordination. It is intended that the national policy will be implemented through a series of four-year national decentralisation action plans till the envisaged end of devolution is achieved.

However, this review focuses on Political Decentralisation and legal Reforms, Spatial Planning and Decentralised Development Planning and Budgeting as well as the Social Agenda as well as all other action areas. These activities, were expected to be implemented over a four year period beginning from August 2010 to July 2014. However, the implementation of some activities were overtaken by events in the sector and others delayed or have not been implemented as planned due to a lack of resources as well as legislative encumbrances.

## CHAPTER TWO

### 2.0 PROGRESS ON IMPLEMENTATION OF POLICY ACTION AREAS

This part of the report showcases achievements made in the implementation of the various policy action areas and objectives.

#### 2.1 POLITICAL DECENTRALISATION AND/LEGAL REFORM

A fundamental principle of political decentralisation is to give citizens the opportunity to participate effectively in local governance. This is aptly put by Blair (1998:16) when he argued that: the signal promise of decentralising government authority is enhancing participation by encouraging more people to get involved in the politics that affect them, and making government more accountable by introducing citizen oversight and control through elections. If democracy lies in the rule by the people, the promise of democratic decentralisation is to make that rule more immediate, direct, and productive.

Therefore, implementation of political decentralisation has been strongly emphasized since the decentralisation reform programme started in 1988 and further engrained in article 35 of the 1992 Constitution of Ghana which states that “the State shall take appropriate measures to make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts by affording all possible opportunities to the people to participate in decision-making at every level of national life and in government”.

The Fourth Republican Constitution identifies political decentralisation as a channel for fostering democracy and popular participation in governance. Therefore, the popular participation of the people and by the people is intended as the result as well as the facilitator of effective decentralisation and local governance in Ghana. As it is typical of any aspect of development administration, the decentralisation process and the arrangements for local governance cannot remain static. To be relevant, they must anticipate and respond to changes in the environment and ensure that the citizenry are the architects of the developmental aspirations. This is the driving principle behind the aspirations contained in the National Decentralisation Policy Framework and Action Plan.

In the area of Political Decentralisation and Legal Reforms, the National Decentralisation Policy Framework outlines as its key Policy Objective the need to *clarify the status, roles and relationships between levels of government and the different actors to strengthen their participation in and contribution to local governance*. Therefore, the following key drivers and activities have been identified to facilitate the achievement of the national aspirations in the area of political decentralisation and legal reforms;

##### 2.1.1 Policy Measures/Action

- a) Establish appropriate mechanisms and guidelines to clarify and coordinate the roles, functions and relationships between the different sectors and levels of government in the decentralisation process;

- b) Formulate appropriate guidelines to clarify further and regulate the roles and relationships between different actors in local governance namely the DCE, PM and MP and traditional authorities;
- c) Submit proposals for constitutional review to the constitutional review committee
- d) Review the processes leading to the selection of DCEs for further transparency, more citizens' participation and accountability;
- e) Review the representation of the membership of the assembly and sub-district structures to ensure the effective inclusion of key interest groups such as traditional authorities, civil society and disadvantaged, excluded and marginalized sections of the population;
- f) Review and strengthen the sub-district structures to facilitate the active involvement of citizens in decision making;
- g) Strengthen capacities of assembly members to enable them perform their functions effectively and also make them responsive to their electorate;
- h) Strengthen the legal, financial and technical bases of the regions to enable them play their monitoring role effectively;
- i) Review and harmonize existing legislations with implications for decentralisation and enact or provide legislation appropriate to the local government sector
- j) Set up an independent district demarcation commission to recommend the creation of new districts and regions to parliament.

It is worth mentioning that for each of the above stated policy measures, specific activities have been outlined in the National Decentralisation Action Plan (NDAP), to ensure the achievement of the overarching policy objective.

### **2.1.2 ASSESSMENT OF PROGRESS**

Political Decentralisation and Legal Reforms, have not been implemented at the anticipated pace due to outstanding constitutional amendments. The Report of the Constitutional Review Commission (CRC), the Government White Paper which is yet to be adopted as constitutional amendments, has made it virtually impossible to make a move on those aspects of the NDAP which depend on those constitutional amendments; In particular, the appointment of the District Chief Executive (DCE) by the President, albeit with the approval of the District Assembly, the process for the appointment of 30% of the members of the Assembly, the role of the Regional Coordinating Council (RCC) and the existence of multiple and conflicting legislations in the sector continue to present challenges to the Decentralization reform.

The two most important initiatives needed to unlock significant progress in this area are constitutional amendments to further strengthen key elements of political decentralisation and legislative review to harmonize the conflicting laws in the sector.

The 2013, JDRM also notes that it is crucial to ensure that the roles and responsibilities of the different levels of government are clearly delineated, as ambiguities regarding the roles and responsibilities of each can prevent the local government system from functioning effectively.

Albeit the highlighted implementation challenges, under the auspices of the Inter Ministerial Coordinating Committee (IMCC) chaired by H.E the President, implementation of Political decentralization has seen some progress in the following areas:

### **2.1.3 Establish appropriate mechanisms and guidelines to clarify and coordinate the roles, functions and relationships between the different sectors and levels of government in the decentralisation process;**

The NDPF clarifies and identifies the regional level as a level of de-concentration rather than devolution. The region provides backstopping and technical advisory services to the MMDAs. It also plays a monitoring and evaluation role on behalf of Central Government. Thus the region plays an important role in providing an overview of issues in the monitoring and evaluation of the decentralization processes and reporting on progress of the implementation of the NDAP to the IMCC. The Draft Consolidated Local Government Bill also provides for strengthening the regions, assigning specific functions to them, identifying dedicated funding sources for them and spelling out the relationships between the RM and the DCE. A sensitization meeting has been organized with Chief Directors (CDs) and Heads of Decentralized Department (MDAs) on the Ministerial Realignment and other related issues; this has been necessitated because Ministerial realignment exercise is not making much progress as ministries are not sure which functions and resources to transfer to MMDAs.

### **2.1.4 Formulate appropriate guidelines to clarify further and regulate the roles and relationships between different actors in local governance namely the DCE, PM and MP and traditional authorities;**

Guidelines have been developed to regulate the relationship between the DCE, PM and the MP. Roles, responsibilities and relationships have been elaborated and conflict resolution mechanisms provided for in the draft reviewed consolidated Local Government Bill. This is aimed at removing the perceived constant conflict that exist between some Members of Parliament on one hand and Presiding Members on the other and their District Chief Executive. This will further strengthen the inbuilt checks and balances mechanism within Ghana's decentralisation system. Education of the public is currently on going. The CRC has recommended and the Government White Paper accepted the removal of the MP from mandatory membership of the MMDAs.

### **2.1.5 Submit proposals for constitutional review to the constitutional review committee**

Government has published its white paper accepting the changes to be made in the Constitution as they affect decentralization. These include the removal of the Member of Parliament from mandatory membership of the MMDA, The proposed amendments to the 1992 Constitution will pave the way for the implementation of some of the key activities for achieving the measures of political decentralization.

### **2.1.6 Review the processes leading to the selection of DCEs for further transparency, more citizens' participation and accountability;**

The Draft Consolidated Local Government Bill now includes guidelines for the seamless and successful selection of candidates for appointment of District Chief Executives. These guidelines are in line with the aspirations of government as contained the Government White Paper in response to the CRC recommendations. These guidelines, highlight the qualities needed and sets a basic criteria for a first degree qualification. Undoubtedly, the guidelines will ensure that the right calibre of people are nominated and also ensures transparency and accountability in the entire selection process.

**2.1.7 Review the representation of the membership of the assembly and sub-district structures to ensure the effective inclusion of key interest groups such as traditional authorities, civil society and disadvantaged, excluded and marginalized sections of the population;**

The Draft Bill also contains proposed criteria for the Presidential appointment of 30% membership of the assemblies. Therefore, when passed into law, these guidelines will ensure transparency and accountability to local people. They are aimed at including all key facets of local communities in the decision making process, therefore, appointments will have the input of traditional authorities, civil society, religious groups and will ensure gender sensitivity in the appointments.

**2.1.8 Review and strengthen the sub-district structures to facilitate the active involvement of citizens in decision making;**

The overarching goal of the National Decentralization Policy is to involve the grassroots in decision making through the Sub-District structures (Urban, Zonal, Town and Area Councils and Unit Committees). The role of Sub-District Structures in the Local Government System cannot be over emphasized. LI 1967 was enacted to make changes in the size and numbers of sub-district structures to facilitate the active involvement of citizens in decision making and to ensure effective administration at that local level. Determined to bring government closer to the people, the Government created 46 new MMDAs in 2012, thereby raising the number to 216 (6 Metropolitan Assemblies, 47 Municipal Assemblies and 163 District Assemblies).

**2.1.9 Strengthen the legal, financial and technical bases of the regions to enable them play their monitoring role effectively;**

The draft bill takes into consideration the policy decision to mainstream Education, Health and Agriculture (Fisheries) into the decentralization schedule. Further the bill provides for regional strengthening including specific functions for the RCC and the relationship between RM and DCEs. The draft Bill now also assigns specific responsibilities to the RCC such as de- concentrated responsibility for secondary schools (including technical and vocational schools) and regional hospitals.

**2.1.10 Review and harmonize existing legislations with implications for decentralisation and enact or provide legislation appropriate to the local government sector**

Legislative Review Task Force (LRTF) has completed the draft consolidated local government Bill. The bill seeks to harmonize conflicting laws and consolidating five major legislations on decentralization into one Act. The legislations involved are:

- The District Assemblies Common Fund Act, 1993, Act 462
- Local Government Act, 1993, Act 462
- National Development Planning (Systems) Act, 1994, Act 480
- Local Government Service Act, 2003, Act 656
- Internal Audit Agency Act, 2003, Act 658 (sections affecting MMDAs)

**2.1.11 Set up an independent district demarcation commission to recommend the creation of new districts and regions to parliament.**

The issue of boundary disputes is a nagging problem in the local governance system. Therefore, the Benning Committee was put in place to ensure proper boundary demarcations and to resolve

boundary disputes. However, the creation of an Independent Boundaries Commission has been captured in the draft bill.

#### **2.1.12 Strengthen capacity of Assembly members to enable them perform their functions effectively and also make them responsive to their electorate**

The CRC recommendation and its acceptance by the Government White Paper for the remuneration of Assembly members to be fixed by the proposed IEC and for the remuneration to be charged on the Consolidated Fund partly implements this measure. Also, a provision in the Draft Consolidated Local Government Bill makes room for Assembly members to be paid special allowances to enable them undertake the statutory duties imposed on them by section 16 of Act 462.

## **2.2 DECENTRALISED DEVELOPMENT PLANNING AND BUDGETING**

Over the last three decades, the world has witnessed a proliferation of public sector reform, decentralisation, and democratization in developing countries. Traditional development planning has adapted to these trends as they have unfolded. The overall focus has been on how local development planning systems can be designed to work effectively in different country contexts. A central theme has been that, the structure of a planning system and its success in producing good results depend heavily on the economic, political, institutional and cultural context of a particular locality.

Hadingham (2003) explores how high level strategic thinking and local participation can be brought together for optimum outcomes? How the different dynamics of national Poverty Reduction Strategies and decentralisation can work together effectively? Hadingham argues that participatory processes can be a way to articulate local needs and aspirations and identify development interventions at local level. In other words, effective decentralised planning systems can help to integrate national strategic goals with the outcomes of local participatory processes. This requires emphasising a participatory demand-driven approach with forward and backward consultations during the various stages of synthesis and consolidation.

In the area of Decentralised Development Planning, the National Decentralisation Policy Framework outlines as its key Policy Objective the need to *strengthen the capacity for, development planning and budgeting at the local level, their integration with the national agenda and citizen participation in both processes.*

### **2.2.1 Policy measures**

- Review the planning system Act with a view to redefining the role of the Regional Coordinating Councils with a view to providing them with regional planning responsibilities;
- Increase resource availability to District Assemblies in order to allow DAs implement their own priorities in the district plans;
- Strengthen the capacity of Regional and District Planning Coordinating Units by reviewing the membership of the Planning Coordination units to include critical officers and provide the appropriate logistics to make them effective;
- Develop and enforce appropriate guidelines to strengthen citizen participation in the planning and budget process;
- Integrate district plans and budgets into the national agenda.

### **2.2.2 ASSESSMENT OF PROGRESS**

Most of the recommended activities under this policy measure are contained in the draft National Development Planning Commission (NDPC) and National Development Planning (System) Regulations prepared by the NDPC.

### **2.2.3 Review the planning system Act with a view to redefining the role of the Regional Coordinating Councils with a view to providing them with regional planning responsibilities;**

The draft National Development Planning Commission (NDPC) and National Development Planning (System) Regulations prepared by the NDPC have been finalized and are awaiting submission to Parliament.

#### **2.2.4 Increase resource availability to District Assemblies in order to allow DAs implement their own priorities in the district plans;**

This measure to increase resource availability to Metropolitan, Municipal and District Assemblies in order to allow them to implement their own priorities in the district plans is partly being implemented through the intended repeal of section 9 of the District Assemblies Common Fund (DACF) Act, 1993, Act 455, which will curtail the power of the Minister of Local Government and Rural Development to issue Guidelines for the Utilisation of the DACF and consequently free the Fund to be released to the District Assemblies as “untied grants” and therefore enable them to utilize their allocations on their own priorities in the district. The composite budget system has also had a significant beneficial effect of transferring district level funds to the direct control of the MMDAs, but there has been no direct allocation to the R/DPCUs. This is gradually fostering ownership to sector policies and priorities and strengthening the planning and budgeting process at the local level. To further strengthen the budget cycle and the credibility of MMDA budgets, ceilings from the MoF should endeavour to reflect macro-economic realities, which in turn would lead to more realistic projections at the MMDA level. However, it is worth noting that the funds released are woefully inadequate examples exist of Departments whose total release for the entire FY 2012 was Gh¢160.

#### **2.2.5 Strengthen the capacity of Regional and District Planning Coordinating Units by reviewing the membership of the Planning Coordination units to include critical officers and provide the appropriate logistics to make them effective;**

The Draft Consolidated Local Government Bill, clarifies the role of the RCC and assigns specific responsibilities aside from coordination and harmonisation. Certain critical officers who hitherto were omitted from the membership of the R/DPCUs are now included. The RPCU’s have also received significant funding and logistical support from the EU under the auspices of the IMCC. There are also suggestions for additional responsibilities which include the implementation of projects spanning more than one district in the region and providing backstopping support for districts which are deficient in specific areas of the planning activity.

#### **2.2.6 Develop and enforce appropriate guidelines to strengthen citizen participation in the planning and budget process;**

The LGS in collaboration with ILGS has mapped out existing guidelines for citizens participation in planning. A scoping report providing an inventory of guides on participation has been developed. The LGS in collaboration with the ILGS has developed a framework for participatory planning and budgeting to serve as a guide to strengthen citizen’s participation in the process. However, it must be stressed that Citizen Participation in the planning and budgeting process at the MMDA level is not effective because both the MMDAs and the CSOs confuse citizen participation with the public hearings required to be conducted under the National Development Planning (System) Act, 1994, Act 480.

The Draft Consolidated Local Government Bill has devoted a whole section to citizens' participation including in the planning and budgeting processes. This therefore mainstreams participatory planning and budgeting as part of the national decentralisation ideology.

### **2.2.7 Integrate district plans and budgets into the national agenda**

The NDPC develops and releases Guidelines for the preparation of the district development plans. These are also reported upwards through the RCC to the NDPC to form the basis of the national development plans.

## **2.3 SPATIAL PLANNING**

Spatial planning seeks primarily to address the issue of orderly human settlement and land resource allocation and management. It constitutes a key component in urban governance as cities and towns contribute significantly to national economic, social and environmental development. With the increase of population in towns and cities competing for land; spatial planning as a tool for effective land allocation and management becomes very important. According to the NDPF, current challenges include the lack of a coherent policy direction and effective coordination mechanism for spatial planning, outdated Planning Laws, Standards and Regulations and the absence of accompanying Legislative Instrument to Act 462 to provide for planning standards and regulations to replace Cap 84; undue delays in the granting of building permits by MMDAs, lack of proper understanding of spatial planning regulations and procedures among others.

Reimer (2003) argues that “institutional technologies” of spatial planning have changed. Traditional institutional structures (i.e., legal frameworks, administrative organization, basic and formally defined instruments for managing spatial development) face serious limitations when dealing with new spatial challenges requiring innovative and often unexplored paths.

There is growing evidence that the problems, challenges and opportunities that cities are facing cannot be tackled adequately by traditional spatial planning. One of the key challenges for planning in this respect is how to analyse critically what type of planning is best suited as an approach to deal in an innovative and transformative way with the problems and challenges developing and developed societies are facing. An expanding literature and an increasing number of practices all over the world seem to suggest that strategic spatial planning may be looked upon as a possible approach.

Policy Objective to strengthen capacity for spatial planning with the view to integration in district development planning processes.

### **2.3.1 Policy Measures**

- 1 Create effective intergovernmental communication among the stakeholders to ensure integration and coordination of spatial plans and policies across the sectors.
- 2 Strengthen capacity at the local level in spatial planning
- 3 Revise existing laws to provide enabling environment for spatial planning and land use management.

- 4 Increase education and sensitization programmes of the citizenry on spatial planning laws and regulations.
- 5 Ensure the full integration of the Town and Country Planning Department into the Assembly system.
- 6 Integrate spatial development into the Medium Term Development Planning of the MMDAs

### **2.3.2 ASSESSMENT OF PROGRESS**

Most of the recommended activities under this policy action area are contained in the draft Land Use and Spatial Planning Bill, the Draft Consolidated Local Government Bill.

### **2.3.3 Create effective intergovernmental communication among the stakeholders to ensure integration and coordination of spatial plans and policies across the sectors.**

Sectorial policies, plans and programmes that have implications for spatial planning have been reviewed under the LAP/LUPMP. National property addressing and street naming policy and operational manual developed and stakeholders sensitised.

### **2.3.4 Strengthen capacity at the local level in spatial planning**

The MTDPs and the budgeting process have been reviewed to include spatial planning. Training provided for MMDA staff on spatial planning. Also, the findings in the December 2012 Progress Report with respect to the Human Settlements Policy were also validated.

### **2.3.5 Revise existing laws to provide enabling environment for spatial planning and land use management.**

A draft Land Use and Spatial Planning Bill prepared with stakeholder consultation has been finalised and approved by Cabinet and awaiting Parliamentary enactment. Plans are underway to develop regulations to prescribe the procedure and manner for securing written permits for physical development from MMDAs under section 49 (2) of Act 462.

### **2.3.6 Ensure the full integration of the Town and Country Planning Department into the Assembly system.**

The LI 1961 makes room for the full integration of the Town and Country Department into the assembly system under schedule II. The new Physical Planning Department will replace the Town and Country Planning and Parks and Gardens Departments.

### **2.3.7 Integrate spatial development into the Medium Term Development Planning of the MMDAs**

Guidelines for preparation of spatial plans integrated into the guidelines for preparation of medium term district development plans. Recommendations aimed at achieving this measure has been made for the institution of a Presidential time frame similar to the one given for the street-naming and house-numbering exercise to MMDAs within which they should prepare approved spatial planning schemes for all the major towns within their jurisdictions

## **2.4.0 THE SOCIAL AGENDA**

The aim of social policy is to promote an appropriate level of social protection, dialogue with the social partners, development of human resources so as to ensure a high and sustainable employment level, measures to combat exclusion, employment and the improvement of living and working conditions by implementing measures to tackle poverty and promote equal opportunities.

In Ghana, local authorities are expected to undertake social development. This is evident in Act 462 as well as in their individual establishing legislative instruments. The regional and interest group consultations raised a number of social issues relating to education, health, water and sanitation, women's rights and gender issues, children's issues, young people's issues, disability issues, ageing issues, people living with HIV/AIDs, human rights observance and localized action on the millennium development goals and poverty reduction interventions. Insufficient systematic support has been provided to ensure the growth and participation of women alongside men in local governance and development. Therefore, there is the need to develop a conscious strategy to mainstream gender, build assembly capacity for gender mainstreaming, particularly planning and budgeting and collaboration with women's groups and associations. Similarly, young people's growth and development and the assembly creating an enabling environment for their endeavours should be properly planned and strategized for. Also, assemblies have paid inadequate attention to the disabled and aged. There is a fundamental requirement for water and sanitation infrastructural development for the well-being of under-served groups. Importantly, there is the need to equip assemblies with relevant institutional structures and strengthen the newly integrated decentralized departments with responsibilities in these areas.

The National Decentralisation Policy Framework and Action plan, sets as key Social Agenda Policy Objective the need to promote a rights-based orientation to local level development, ensuring equitable access to public resources and inclusiveness in decision-making. It seeks to achieve this policy objective through key policy measures and sub activities as follows:

### **2.4.1 Policy Measures**

- 1 Develop and implement appropriate local frameworks/guidelines for youth training, employment and development generally;
- 2 Develop local level programs with clear targets on establishing and maintaining facilities for child development possibly based on public-private-civic partnerships; such facilities will include community libraries, parks and complexes;
- 3 Promote the enactment of appropriate bye-laws (with clear penalties for parental neglect or lack of child supervision) and public education (aimed at making parents realize that government interventions like school feeding and free uniforms are only complementary to family efforts);
- 4 Promote gender responsive planning and budgeting at the district level with appropriate capacity building support;
- 5 Promote women's participation in local governance through relevant public education and affirmative action to ensure a critical mass of women in assembly administration;
- 6 Institute performance management efforts to periodically assess the effectiveness of the District Response Initiative (DRI) programmes including the extent of achievement of targets in district development plans and action plans;
- 7 Intensify public education on voluntary counselling and testing (VCT) initiatives;

- 8 Develop local level strategies and plans on disability in line with the requirements of the Disability Law;
- 9 Develop local aging programme guidelines from the national aging policy developed by the Ministry of Employment and Social Welfare;
- 10 Develop programmes to sponsor and retain health personnel including health assistants, midwives and community health nurses for the locality;
- 11 Intensify public education on health issues including maternal and child health care;
- 12 Develop and implement local programmes of sustainable public education for attitudinal or behavioural issues to improve sanitation;
- 13 Develop and implement local poverty reduction initiatives targeted at the most vulnerable groups;
- 14 Collate and share lessons from poverty reduction initiatives for capacity-building for assemblies;
- 15 Promote the recording of births and deaths as a right (the right of the individual to be recognised as a citizen) by assisting with requisite facilities and ensure the establishment of birth registration centres at every district hospital;
- 16 Provide public education programmes on citizens' rights awareness and available resources (including free or affordable legal aid) for potential victims.

#### **2.4.2 ASSESSMENT OF PROGRESS**

The Decentralization Policy Framework requires MMDAs to fully mainstream Social Agenda and make it a key pillar in their development strategies, recognizing it as a critical foundation for shared growth and social stability. The social Agenda issues include youth, children, gender HIV/AIDS, disability, health, births and deaths registration and citizen's rights. The Social agenda programmes are intended for targeted groups to protect the members from shocks, alleviate poverty, and promote inclusive economic growth.

#### **2.4.3 Develop and implement appropriate local frameworks/guidelines for youth training, employment and development generally;**

Dissemination of the National Youth Policy facilitating the development of Youth Networks through the National Youth Indexing and Data Base Project. The National Youth Indexing and Database Project is still being carried out to facilitate support to registered youth networks. The National Youth Policy was also disseminated through the National Volunteer Camps and the Caravan Project which moves from district to district educating and empowering the youth. The NYEP has fashioned itself to strengthen the operational and delivery capacities of staff with emphasis on regional and district programme offices. NYEP has changed its name to Ghana Youth Employment and Entrepreneurial Development Agency (GYEEDA) to focus on the implementation of trade and vocational modules to make the beneficiaries self-employed

#### **2.4.4 Develop local level programs with clear targets on establishing and maintaining facilities for child development possibly based on public-private-civic partnerships; such facilities will include community libraries, parks and complexes;**

The Children's Act continues to be the main legal instrument for child-related cases at the national, regional and district levels. There is continuous awareness raising, advocacy and public education to improve knowledge on the rights and protection needs of children. MMDA's have also established child panels to safeguard children and young people.

**2.4.5 Promote the enactment of appropriate bye-laws (with clear penalties for parental neglect or lack of child supervision) and public education (aimed at making parents realize that government interventions like school feeding and free uniforms are only complementary to family efforts);**

Many MMDAs have initiated and enforce bye-laws to deter and punish parental neglect and lack of supervision and maintenance. Public education on child rights, child protection, parental responsibilities, care and supervision have been carried out by MGCSP/DOC at national, regional and district levels. 2013 and 2014 saw orientation workshops in several districts across the country educated local people on the importance of kindergarten education and the benefits enrolling children at the right age.

**2.4.6 Promote gender responsive planning and budgeting at the district level with appropriate capacity building support;**

MGCSP is currently running categories of gender analysis and awareness-raising programmes at the district and regional levels. The ILGS in collaboration with the Gender, Children and Social Protection 'Gender Responsive Skills and Community Development Project (GRSCDP) developed a manual and trained Gender Desk Officers of MMDAs.

**2.4.7 Promote women's participation in local governance through relevant public education and affirmative action to ensure a critical mass of women in assembly administration;**

The Department of Gender trained 500 female aspirants for the District Level Elections in 2010 using the training manual developed for preparing women for participation in the local Metropolitan, Municipal and District elections. Also, focus group discussions and Community/team meetings held in selected districts (NCCE). Capacity of 500 women aspirants were built on the MMDA system and leadership skills in all 10 regions (MGCSP). Campaign to sensitise the general public on the need to vote for women aspirants in their constituencies into the MMDA was completed.

**2.4.8 Intensify public education on voluntary counselling and testing (VCT) initiatives;**

MMDAs have HIV/AIDS focal persons who handle programmes that receive funding from the Ghana AIDS Commission, a share of the DACF and NGOs' contributions. GAC in conjunction with the Civil Society Organisations (CSOs) and Faith Based Organisations (FBOs) undertake public education and awareness raising among the general population as well as identifiable groups on HIV and AIDS related care and support. These CSOs and FBOs have trained peer educators who educate people (their peers) on one-on-one basis. Providing them with the necessary information on HIV prevention, HIV testing and counselling services, care and support for persons living with HIV (PLHIV) etc.

**2.4.9 Develop programmes to sponsor and retain health personnel including health assistants, midwives and community health nurses for the locality;**

The staffing norm for the various levels is under review. A tool for establishing the norms have been developed and tested. The tool is being fine-tuned. As part of district health planning health personnel gaps are identified based on minimum requirements and workload because the old staffing norms are being reviewed.

**2.4.10 Intensify public education on health issues including maternal and child health care;** Awareness creation on socio-cultural barriers on going, through radio discussions, community durbars, engagement and orientation meetings for traditional leaders

**2.4.11 Promote the recording of births and deaths as a right (the right of the individual to be recognised as a citizen) by assisting with requisite facilities and ensure the establishment of birth registration centres at every district hospital;**

All MMDAs have in place the Births and Deaths Departments to register all births and deaths. The LI1967 also allows for Unit Committee members to be given delegated powers of collection of birth and deaths data.

## **2.5.0 FISCAL DECENTRALISATION**

Fiscal Decentralisation has become part of a world-wide “reform” agenda, supported and adopted by many governments and institutions as an integral part of economic development and governance strategies in developing and transitional economies. According to the World Bank, fiscal decentralization and the desire for local discretion and devolution of power is one of the most important forces shaping governance and development today (World Bank, 1999). Fiscal decentralization may be defined as the devolution by the central government to local governments, specific functions with the administrative authority and fiscal revenue to perform those functions.

### **2.5.1 Fiscal Decentralisation in Ghana**

Fiscal Decentralisation is one of the 10 thematic areas of the National Decentralisation Policy framework and Action Plan. The policy objective of the national fiscal decentralisation programme is the improvement of financial management of MMDAs. The policy seeks to do this through the following measures:

- Implement district composite budgeting system
- Facilitate the identification and harnessing of alternative revenue sources with a view to improve local revenue generation
- Facilitation of revenue assignments so that the composition of revenues is dependent on the type of expenditure assignments at each level of government
- Review and harmonise legislation on fiscal decentralisation
- Implement Inter-governmental Fiscal Framework (IGFF)

### **2.5.2 Implement district composite budgeting system**

The first Fiscal Decentralisation policy measure is the implementation of district composite budgeting system. This process which is meant to integrate all financial plans of decentralized departments into the budgets of Metropolitan, Municipal and District Assemblies (MMDAs) and give complete meaning to fiscal decentralization, has been on the drawing boards of successive governments since the implementation of the Local Government system derived from PNDC Law 207 of 1988. In year two (2011) of the national decentralisation implementation process, a technical committee was set up under the auspices of the MLGRD and the MOF to review pilot efforts which had so far been implemented. In its work, the committee came up with roadmaps for the implementation of composite budgets in the MMDAs. A district budget scope and format for the implementation of the composite budgets was designed/developed by the MoF. The MoF further developed guidelines for composite budget preparation. This guidelines development is an annual process and has been successfully implemented since it started in 2011. In years 2 and 3, (2011, 2012) sensitization programs were conducted by the MoF on the guidelines for preparation and implementation of the composite budgets by the MMDAs. The MoF further developed an implementation timetable to upscale pilot initiatives in the MMDAs. In line with this, a roadmap was developed which is being followed by MMDAs for the implementation of the composite budget process. Between 2012 and 2014, the composite budgeting system was rolled out to all MMDAs in the country. All 216 MMDAs are thus using the composite budget system in the preparation of budgets in the Assemblies.

### **2.5.3 Facilitate the identification and harnessing of alternative revenue sources with a view to improve local revenue generation**

The second policy measure is to facilitate the identification and harnessing of alternative revenue sources with a view to improve local revenue generation. Key activities to achieve this include the review of revenue assignment arrangement. In line with this, a consultant was contracted to review and develop a revenue management strategy, including a revenue assignment arrangements. This process is still on-going as the consultant is yet to present its report to the IMCC. To be able to identify all revenue sources, MMDAs in collaboration with private consultants are required to undertake an activity to number all houses and name all streets within their jurisdiction. This activity was started in 2011 with stakeholder consultations and sensitisations. Street Naming and Property Addressing Teams (SNPAs) have been set up in all MMDAs to take charge of the exercise. Currently, some MMDAs have started the exercise and there is evidence especially of the street naming exercise as a number of street name signs have been mounted in some MMDAs. When this activity is fully implemented, a primary evaluation of properties on all MMDAs will be conducted, in addition, all properties will be revalued to enable MMDAs improve local revenue generation activities. Other re-evaluation activities will be conducted as time goes on. In a bid to harness alternative revenue sources of MMDAs, the policy seeks to increase the threshold for borrowing by MMDAs, as such the provision on MMDA borrowing is being revised as part of a general legislative review. A study on borrowing is also expected to be commissioned to review the threshold and make recommendations for local government capital financing.

#### **2.5.4 Facilitation of revenue assignments so that the composition of revenues is dependent on the type of expenditure assignments at each level of government.**

The third policy measure is the facilitation of revenue assignments so that the composition of revenues is dependent on the type of expenditure assignments at each level of government. To achieve this, there is the need to disaggregate MMDA budgets based on functions assigned to them. So far, sector budgets have been disaggregated to the MMDAs based on the responsibilities assigned to them. The process started with goods and services and assets expenditure. However, a study on minimum affordable service delivery standards is also in the pipeline to arrive at a scientific formula for sharing the budget between the MDAs and the MMDAs. Also, the disaggregated funds are collated on district basis, Regional funds are not disaggregated because the regions continue to be a de-concentrated arm of central line ministries. Harmonisation of central government transfers to MMDAs consumptions, goods and services for schedule 1 departments are to be sent through the treasury. This activity is ongoing and will be fully completed when the education, health and other sectors are fully integrated into the district assembly structure. District level funds are expected to be transferred under the direct control of MMDAs. So far, the MoF has made efforts to have other funds like the Road Fund also transfer resources directly to the MMDAs. This is expected to be fully implemented when education, health and other sectors are fully integrated in to the district assembly structure.

#### **2.5.5 Review and harmonise legislation on fiscal decentralisation**

Another important measure under Ghana's fiscal decentralisation policy is the review and harmonisation of legislation on fiscal decentralisation. Here, relevant laws that do not allow some provisions in the policy to take off smoothly are expected to be reviewed to ensure a smooth running of the policy. A consultant has been charged to develop terms of references for consultancy services to be done on the review processes. This process is still on-going. When it is done, the MoF and the MLGRD will validate the report for implementation to be carried out.

### **2.5.6 Implement Inter-governmental Fiscal Framework (IGFF)**

The Intergovernmental Fiscal Framework (GIFF) is a policy initiative framework formulated to operationalise and implement effective fiscal decentralization in Ghana. It covers all aspects of expenditure, revenue and service delivery arrangements between the national and sub-national levels of government in Ghana. This includes the assignment of functions; authority for decision-making over resources and staffing; taxing and regulatory responsibilities; funding arrangements; financial management and accountability.

To carry out its implementation, a committee was set up to review report on the IGFF. The draft IGFF and IGFT have been submitted to cabinet

## **2.6.0 INSTITUTIONAL ARRANGEMENTS FOR POLICY COORDINATION**

The policy objective of this pillar is to facilitate effective policy coordination and collaboration for smooth devolution of political, administrative and financial authority from the centre to the assemblies. To achieve this, the following have been set as key policy measures or activities.

- Establish the Inter-Ministerial Coordinating Committee on Decentralisation (IMCC)
- Establish a Secretariat for the IMCC
- Develop and implement indicators to monitor decentralisation implementation

### **2.6.1 Establishment of the IMCC**

One of the key pillars of the National Decentralisation Policy Framework is the establishment of relevant institutions to coordinate activities of stakeholder institutions in the process. The policy makes a recommendation for the establishment of an Inter-Ministerial Coordinating Committee on Decentralisation (IMCC). In 2012, the IMCC was set up with ministers of all stakeholder MDAs as members. The committee is chaired by His Excellency The President of the Republic of Ghana. The IMCC meets twice a year to receive feedbacks on activities of the institutions involved and take relevant decisions on the way forward in the implementation process. The IMCC monitors the implementation process of the national decentralisation agenda with a tracking tool which has been developed by the ILGS with support from the UNDP. The tracking instrument recognizes existing tools to track the impact of decentralisation on ordinary people as well as support for decentralisation provided by the national level institutions and actors.

Members of the Committee are responsible for the education and sensitization on the role of the IMCC to staff and other stakeholders within their respective MDAs. This process is ongoing as members are engaged in public education on the role of the IMCC and the role of their respective MDAs in relation to other stakeholders/actors in the decentralisation process.

### **2.6.2 Establishment of the IMCC Secretariat**

The policy further makes recommendations for the establishment of a Secretariat to give technical back stopping support to the IMCC. In 2012, a location was identified for the location of the office of the IMCC Secretariat, which is currently housed at the premises of the Institute of Local Government Studies, Ogojjo in Accra. Staff and other human resource needs were acquired for the effective functioning of the secretariat. Operational manuals and work plans for the secretariat have been developed to guide the operations and functions of the secretariat. The Secretariat became operational in April 2012 with the appointment of Dr. Callistus Mahama, as the Executive Secretary. The High Level Strategic Committee (HLSC) which was in existence before the establishment of the Secretariat was converted into the Technical Committee of the IMCC. Similarly, the Task Forces on Legislative Amendments, Administrative Decentralisation,

Composite Budgeting and the Local Economic Development (LED) Advisory Committee and Technical Committee, all of which had been in existence before the establishment of the Secretariat, were all adopted as Task Forces of the IMCC.

The IMCC Secretariat has as part of its operations conducted several sensitization workshops across the country, educating and informing citizens on the provisions of the NDPF and its Action Plan as well the role they are supposed to play in the implementation of the programme. Several studies and surveys have also been conducted by the IMCC Secretariat to monitor and evaluate progress as well as identify challenges with the decentralisation implementation process. The IMCC Secretariat has also conducted consultations on the Local Government Bill with all key stakeholders in the decentralisation process. Institutions/stakeholders consulted on the Local Government Bill include LOGNET (CSOs), NALAG, The Association of Old Parliamentarians, District Assemblies (Coordinating Directors), etc.

With support from the EU, the IMCC Secretariat has conducted Annual Joint Decentralisation Review Mission (JDRM), an exercise which is conducted yearly to review the progress by the various stakeholders in the national decentralisation programme. The 2014 JDRM is currently on-going with report yet to be presented to the IMCC.

### **2.6.3 Develop and implement indicators to monitor decentralisation implementation**

Under this policy measure, the IMCC and its Secretariat is leading the process of developing indicators to monitor the implementation process of the national decentralisation programme. This is being achieved through the review of existing performance management measures and indicators for adequacy (including FOAT, APRM and NGO Frameworks) lessons learned and potential for consolidation. In early 2014, a consultant was contracted to develop a Performance Assessment Framework (PAF) which was launched by the IMCC Secretariat.

## **2.7.0 POPULAR PARTICIPATION AND ACCOUNTABILITY**

Citizen participation is key to every democratic process, as such, decentralisation process cannot be implemented without the participation of the citizenry in governance decision making. Participation in the political process should involve as many people as possible in making vital decisions that affect their lives, and at the same time require that people who have been put in positions of responsibility to be accountable to the people. The policy objective of this decentralisation thematic area is to promote local democracy, participation and accountability through strong and viable stakeholder involvement in local governance.

The NDPF recommends the following policy measures to deepen participation and accountability in Ghana's decentralisation process:

- Support extensive civic education programmes to raise awareness on issues of decentralisation and on other development issues
- Ensure adequate levels of funding to constitutional bodies such as the NCCE and CHRAJ to conduct education and sensitization activities
- Promote the use of social auditing techniques by MMDAs to increase participation and strengthen local level accountability
- Strengthen capacity of assembly members to engage with their electorate on the district development agenda

### **2.7.1 Support extensive civic education programs to raise awareness on issues of decentralisation and on other development issues.**

This is being done through the development of citizens' education programmes on decentralisation and other development issues. Institutions such as the NCCE and the MLGRD are undertaking various programmes and activities to increase citizens' knowledge about their roles and responsibilities in decentralisation and general governance decision making processes. Responsible institutions including the IMCC Secretariat have organized periodic public fora and town hall meetings to provide opportunity for public officials and service providers to interact with citizens.

For instance in 2010, the NCCE started the organization of public education on social accountability and local participation in the governance process. This is being done in partnership with key partners including the Ghana Integrity Initiative (GII). Also, Social Auditing Club have been established by the NCCE in selected districts to track progress in this area. Also MMDAs with support from the NCCE and the MLGRD are expected to organize community durbars and focus group discussions to promote citizens participation in governance. So far, several communities have been sensitised on Article 240 Of the 1992 Constitution. Additionally, the NCCE has undertaken public education and awareness creation programmes in some communities. This process is still on-going.

### **2.7.2 Ensure adequate levels of funding to constitutional bodies such as the NCCE and CHRAJ to conduct education and sensitization activities**

The policy makes recommendation for the operations of CHRAJ to be decentralised to every district. In view of this, 10 regional offices and 96 District Offices have so far been opened in various parts of the country. There is also progress in the process of providing logistics to the NCCE and CHRAJ.

### **2.7.3 Promote the use of social auditing techniques by MMDAs to increase participation and strengthen local level accountability**

Activities to increase participation and strengthen local level accountability include the organisation of training programmes on social auditing methods – conducting, preparing and presenting social audit reports for MMDAs, establishing and training a team of social audit committees (stakeholders) in all MMDAs and the organization of sensitization programmes for the general public to increase awareness about the meaning, scope, purpose and objectives of social audit, In relation to the development of MMDA social audit and social accountability plans. So far, experience sharing platforms have been created with CSOs and the media on the Assessment of the performance of Local Authorities in the implementation of the Decentralisation Policy Framework and Action Plan. There has been training for APRM District oversight Committees on the migration from paper based questionnaires to the use of mobile phone technology for questionnaire administration. District Governance Assessment surveys are also being conducted, targeting respondents from civil society organisations, Districts assemblies and service providers in 80 districts. Some training and teaching materials have also been developed, community engagement on social auditing have been held in collaboration with the Ghana Integrity Initiative. Also, local offices of the NCCE across the country have organised follow up community fora on the concept of social auditing

### **2.7.4 Strengthen capacity of assembly members to engage with their electorate on the district development agenda.**

A committee has been set up to review the size and reward system for assembly members, as well as validate committee report on proposals for the size and mechanisms for reward systems. Recommendations from the committee report will then be implemented in all MMDAs. Relevant training programs are being organised for assembly members as well. The Social Accountability platform for local governance in Ghana Performance Project has also undertaken various training programmes to strengthen capacities of MMDAs in engaging with their constituents and CSOs. This capacity building process is still ongoing.

## **2.8.0 INVOLVEMENT OF NON STATE ACTORS**

Involving non state actors in the formulation and implementation of public policies has become a major feature of political life in developed as well as in developing countries; reflecting a new consensual way of engaging with key stakeholders. The expected benefits of such deliberative process of policy are manifold including; increased ownership, new public private ownerships, consolidation of democratization, and improved sustainability.

In Ghana, non-state actors” include a wide range of entities including chiefs and traditional authorities, Civil Society Organisations, Community Based Organisations, Non-Governmental Organisations, Faith Based Organisations, trade unions, workers’ associations, professional associations among others.

The provision for involving non-state actors in public policy issues is captured as one of the critical themes in the National Decentralization Policy Framework. First, this serves as a rallying point for actors to buy into decentralisation and take action on the policy measures. (NDPF 2010)

Historically, traditional authorities have always been key in the governance process dating back to pre-independence days and during British colonial rule. In the British Indirect Rule system, local government administration revolved around chiefs as they wielded much authority. The nature of Ghana’s land tenure system where traditional authorities are the custodians of all lands means their involvement is pivotal in any developmental agenda.

Finally, such openness and the involvement of key actors in the decision making process are assumed to be the most effective ways of ensuring accountability and ownership”.

In other parts of the world, there are a number of success stories on the engagement of non-state actors. The example of Tanga, the third largest urban area in Tanzania is interesting. With its own share of unplanned settlements accommodating about 23% of the city population, a successful implementation of the Sustainable Tanga Programme with an aim of upscaling unplanned settlements took a participatory approach of involving resident associations, local chiefs, and religious heads. This group formed a working group with the Local Government Authority to sensitize settlers and agree terms. As a result the area has been regularized.

### **2.8.1 Policy objectives**

The overarching policy objective of this Action Area is to clarify and strengthen the roles and relationships between key non-state actors such as the traditional authorities and civil society groups in local governance. Alongside a number of policy measures with built in activities were instituted to achieve this objective. These include;

### **2.8.2 Policy Measures**

- Develop a framework to clarify the roles and relationships of traditional authorities and civil society with Districts assemblies to ensure that their potentials are tapped in district development
- Institutionalize formal avenues/platforms of engagement for traditional authorities and civil society in MMDA activities
- Streamline, coordinate and harmonize activities of CSO with DA activities to ensure that CSO activities are properly integrated into the district development agenda

- Develop modalities for effective consultation with traditional authorities and other interest groups in appointing the 30% membership of the assembly and other appointments to sub-district structures.

### **2.8.3 Assessment**

#### **2.8.4 Develop a framework to clarify the roles and relationships of traditional authorities and civil society with Districts assemblies to ensure that their potentials are tapped in district development**

Findings of studies conducted have indicated that active involvement of non-state actors in local governance is at an infant stage in Ghana despite country-wide sensitization and civic education to strengthen the demand side of public participation. So far two guidelines for the involvement of traditional Authorities and Civil Society Organisations respectively have been developed by the Institute of Local Government Service and SEND Ghana, but not yet rolled out. It is hoped that the proactive use of these guidelines will lead to the creation of MMDA platforms and procedures for involvement of traditional authorities, civil society, communities and opinion leaders in planning, budgeting, monitoring and design and implementation of local development projects.

#### **2.8.5 Institutionalize formal avenues/platforms of engagement for traditional authorities and civil society in MMDA activities**

The draft consolidated Local Government Bill includes a whole section on the involvement of non-state actors in local governance. It is anticipated that the passing of this bill into law will help manage the relations between Assemblies and Traditional Authorities and CSOs at the Local Level

#### **2.8.6 Develop modalities for effective consultation with traditional authorities and other interest groups in appointing the 30% membership of the assembly and other appointments to sub-district structures.**

A proposed criteria for the presidential appointment of 30% membership of MMDAs have been incorporated in the draft consolidated local Government Bill. The proposal outlines a criteria of nominees as well as key groups to be consulted. The development of these modalities will restore the original reason for the appointment of 30% membership of assemblies

## **2.9.0 LOCAL ECONOMIC DEVELOPMENT**

The failure of conventional strategies in an increasingly globalized context has triggered a thorough rethinking of how development problems can be addressed. As a result, a series of tailor-made approaches for the development of sub-national areas has emerged. LED strategies have increasingly taken grip in different parts of the world and are bearing fruits. In Latin America for instance, rapid decentralisation, and the emergence of new forms of governance have generated a myriad of approaches to development, often departing from the traditional top-down approaches of two to three decades ago. Cases like Medellin in Colombia, Rafaela in Argentina, and Jalisco in Mexico, can be regarded as prime examples of how local government dynamism and the emergence of local economic development have contributed to new development strategies that have contributed to fostering deep socio-economic transformation across regions and cities in South America.

Local Economic Development forms one of the key thematic areas under the National Decentralisation Policy Framework with the broad objective to facilitate economic growth, employment and income generation in order to promote household welfare and alleviate poverty.

### **2.9.1 The policy measures outlined include;**

- Facilitate the formulation of a national local economic development (LED) framework to guide MMDAs.
- Promote the development and implementation of local level strategies for local level economic development.
- Encourage assemblies to deepen consultations and publicize fee-fixing resolutions on a timely basis
- Facilitate the development of guidelines for public-private partnerships at the local level.
- Encourage Assemblies to proactively collaborate at the local level'

### **2.9.2 Assessment**

#### **2.9.3 Facilitate the formulation of a national local economic development (LED) framework to guide MMDAs.**

A National LED Framework consisting of both a National LED Policy and an Operational Manual has been developed and is to be rolled out. This will ensure that a comprehensive and systematic approach to LED will be applied by MMDAs in both planning (MTDPs) and budgeting (MTEF), supported by technical assistance from the centre alongside massive capacity building support. The LED policy will enable the identification of and facilitation of opportunities and constraints within the Ghanaian economy. So far the following activities have been undertaken under this policy measure;

- Advisory Council and Technical Committee have been established to oversee and spearhead the implementation of the policy and to provide requisite technical assistance and process support to MMDAs LED planning and establishment of LED committees and forums for cross-sectorial, private sector and civic society dialogue on LED strategies and initiatives
- A mapping of LED interventions in Ghana has been undertaken
- A National LED conference has been held, which agreed on a roadmap for LED in Ghana

Lessons learned from the mapping of LED initiatives in Ghana were illustrative for the level of preparedness for LED at the local level, and has provided valuable information for the policy framework to be developed, as well as preparatory activities, which can be implemented simultaneously with the development of the policy.

#### **2.9.4 Promote the development and implementation of local level strategies for local level economic development.**

The Local Government Act (Act 462) mandates Assemblies to ensure that the overall economic and social conditions of the locality are conducive for the creation of employment opportunities. Aside this, Ghana is signatory to a number of international conventions which place responsibility on the state to ensure power and responsibilities are devolved to lower sections social and economic strata. It therefore comes as a boost that the LED policy framework has been developed and outlines strategies and more importantly spells out the range of funding mechanisms that shall be established to help promote LED.

While these interventions are laudable, leadership is considered to be a very necessary attribute to successfully initiate and carry out these goals. Many Industry Practitioners emphasize the importance of a reasoned leadership style which is more likely to enlist cooperation. It is therefore welcoming that the government white paper on constitutional review has considered this and made some provisions to strengthen the leadership at the local level. The transfer of key staff to the local level will all go to shape and promote this objective.

#### **2.9.5 Facilitate the development of guidelines for Public-Private Partnerships at the local level.**

The national policy on Public-Private Partnership (PPP) was launched in 2012 to enable government provide better infrastructure and services through the use of private sector financial human and technical resources thereby freeing government resources for other equally important uses. However some concerns were raised that the policy was not MMDA-friendly. This challenge has been identified and work is ongoing to clarify what constitutes PPPs and also develop guidelines for outsourcing arrangements. In addition to this, a PPP law is being promulgated to streamline activities in the sector to stimulate local economic growth and generate employment. It is important and compelling to note that PPPs can be explored to tackle the many infrastructural challenges local authorities are confronted with; for example the provision of residential accommodation for staff of the Assemblies.

#### **2.9.6 Encourage assemblies to deepen consultations and publicize fee-fixing resolutions on a timely basis.**

The MOF/MLGRD have developed draft guidelines for fee fixing resolutions and currently undergoing validation. This will be complemented by the strategic guidelines for optimization of internally generated funds. MMDAs have the mandate and structure to mobilize and manage their IGFs. This builds into the general subject of governance and emphasizes participation, accountability, equity and transparency. It is anticipated that once these guidelines are rolled out, consultations on fee fixing will be standardized; increase citizens compliance and timely payments.

## **2.10.0 ADMINISTRATIVE DECENTRALIZATION**

In efforts to improve administrative effectiveness and achieve sustainable development results at the local level, a key thematic area under the National Decentralization Policy Framework, is Administrative decentralization. This will improve the administrative and human resource capacity of the MMDAs and other local government stakeholders to ensure quality service delivery at the local level. The Local Government Service, Ministry of local government and rural development, Office of the Head of Civil Service, and the Institute of Local Government Studies have identified as the key national level institutions responsible for advancing reforms in this area.

### **2.10.1 Policy Objectives**

This action area probably the most critical seeks to improve the administrative and human resource capacity of the MMDAs and other local government stakeholders to ensure quality service delivery

#### **The policy measures put in place to achieve this are;**

- Facilitate restructuring of the public administration system for effective local governance
- Ensure an effective integration of sectorial programmes and assets into the District Assemblies to facilitate coordinated development through the establishment of district departments
- Provide physical infrastructure for the newly established district Assemblies;
- Strengthen the Local Government Service to provide the necessary human resource needed to form a dedicated bureaucracy at the district level;
- Strengthen the Institute of Local Government Studies (ILGS) to perform its statutory role of training practitioners and policy makers for the local government sector;
- Establish human resource directorates staffed by good human resource managers at the DA levels to direct the strategic planning and implementation for human resource development and manpower requirements.

### **2.10.2 Facilitate restructuring of the public administration system for effective local governance**

Following the passage of L.I. 1961, several actions have been taken to advance the devolution of administrative powers and functions to the MMDAs. Under the key policy measure of Restructuring of the public administration system for effective local governance, the Civil Service is seen as one of the main instruments with which the government fulfills its obligations. In the context of decentralization, the service must be reshaped in order to perform a new set of duties efficiently, equitably, and effectively. Thus Ministerial realignment is an important activity of the NDAP. When civil service functions and structures are decentralized, existing bureaucratic patterns must be reorganized as roles and accountability are shifted.

In this regard, The Office of Head of Civil Service (OHCS), through its Management Services Department drafted a Ministerial Realignment Plan, which sets out the purpose of the realignment exercise, the steps to follow and expected outputs. Finally, the plan listed ministries to be involved in realignment exercises in 2014 and 2015.

The mainstreaming of Education, Health, Agriculture (Fisheries) and Statistical Service into the National decentralisation programme is well on course. Consequently, the IMCC Secretariat agreed with the Ministries concerned to develop a roadmap for implementation. The Ministry of Education (MOE) currently has its draft ready and consultation is in the offing. A zero draft of the

proposed health bill is ready and regional level consultations have been scheduled to gather as much inputs as possible. Two Departments, Agricultural Extension Services and Agricultural Engineering, are fully integrated into the MMDAs. The Crop Services Department and the Department of Animal Health and Production are yet to be integrated into the MMDAs. The latter is awaiting the resolution of the problem that has arisen over the re-emergence of the Veterinary Services Department which is not on the Schedule 1.

Progress has been made in the harmonization of legislation related to Administrative decentralisation. This is seen as a prerequisite for effective establishment of the full complement of departments in MMDA as outlined in LI1961. These four bills related to schedule II departments have been drafted: Registration of Births and Deaths Bill; Ghana Public Libraries Bill; National Youth Bill; and Sports Bill. A source of concern has been the slowness in the promulgation of these bills resulting from back and forth tussle between the sponsor (MLGRD, MYS) and the AGs department. On their part, the MYS explained that the delays in passing the bill are as a result of the frequent changes in political heads of the ministry.

Five Acts of Parliament have been harmonized and merged into a draft Consolidated Local Government Bill and three other Acts of Parliament, namely the Public Procurement Act, 2003, Act 663; Financial Administration Act and Internal Audit Agency Act have been amended but not yet tabled. Moreover, Extensive consultations on the draft Consolidated Local Government Bill has been carried out but the process has hit a snag owing to a supreme injunction on the CRIC. On the sector placement of the Department of Town and Country Planning (DT&CP), the Physical Planning Department is not yet a District Department presents a challenge – CAP 84 has to be amended or repealed to conform to its decentralized status.

Enabling legislation for decoupling of departments from MDAs and integration with MMDAs has come into force (LI 1961) and led to the transfer in 2010 of about 30,000 staff from the Civil Service to the Local Government Service under the First Schedule followed by an additional recruitment of 2600 personnel to compliment the strength at the local level. It is anticipated that these staff will perform in the new functions that have been devolved. Even though this number is huge, a HR audit conducted by the LGSS showed that there was still a deficit of 15 000 and were awaiting the approval of the MOF to recruit. The import of the establishment of these departments as departments of the DAs and the subsequent transfer of necessary staff and competences is hinged on the principle of subsidiarity so emergent needs can be handled locally.

### **2.10.3 Ensure an effective integration of sectoral programmes and assets into the District Assemblies to facilitate coordinated development through the establishment of district departments**

Under the key activity to harmonize sectoral plans and programmes in the MTDPs of the DAs including funding sources, the LGSS has developed an Inter Service/Inter Sectoral Framework. This is critical in that whenever a decentralisation involves a programme of devolution and deconcentration, the issue of inter service and inter sectoral collaboration becomes inevitable. By introducing such intervention, functions such as planning can only be effective if planning is done holistically and involves all agencies connected with district level development and district level service delivery whether those agencies are devolved, deconcentrated or exercise delegated

powers. The framework however is yet to be implemented and evidence of collaboration are purely based on informal arrangement.

Paramountly, collaborating and cooperating for cost effectiveness and for convenience is therefore an important rationale. This study is however minded to say that similar to the introduction of such interventions has been the hallmark of reforms introduced by the Labour Government in the UK under its Local Government Modernization Agenda (LGMA) which to a large extent has improved public sector productivity and service delivery.

While considerable progress has been noted in the integration of decentralized departments into the structures of the district assemblies from "parent" Ministries, Departments and Agencies, what has been missing to a large extent in the reform process has been the lack of a comprehensive change management programme. This activity is continuously required to create a new corporate identity among new as well as 'old' staff to make the integration real.

The LGSS has reported in its 2012 Annual Report that a change management programme has been developed and during its regional HR workshop participants have been taken through the programme. Even though this training should have been at the inception of the reforms, this effort will ease sector concerns and turn the apparently inactive and hesitating ministries into more proactive and engaged partners in the process. The next phase of the policy framework should take into account major orientation programmes for the staff of all departments beginning with HODs and cover attitudinal re orientation, upgrading of skills sensitization on LI 1961 and the generic guidelines for the establishment of the departments of the MMDAs and given the numbers involved it will be feasible if the programme is delivered insitu at the MMDAS. It is also imperative that the ILGS play a critical role in designing training manuals and organize training of trainers' course for trainers who would then proceed to the district to deliver in the districts.

The integration of the decentralized Departments into the MMDAs is proceeding gradually. Guidelines for the integration of these departments into the MMDAs structure has been developed. This has not been without a few implementation challenges including the issue of headships of merged departments, reporting lines, mergers amalgamations of the Departments. It is however heartwarming, the LGSS has shown leadership and provided guidance even as the challenges emerged. An example is how the headship of the merged departments of Community Development and Social Welfare. The vacancy for headship was advertised and the most qualified appointed to head. It is anticipated that such measures will be applied in the other merged departments once they are established in accordance with provisions of LI1961.

With the establishment of departments as departments of the DAs, one thorny issue that has not been adequately dealt with is the subject of asset transfer. Assets transfers, is a key strand of the process of ministerial realignment and the MSD of the OHCS has it in its plans. Assets of schedule 1 departments, most of which are not established by law could be transferred by a ministerial directive. However those of schedule 2 will require legal arrangements and these must be taken care of in the amended legislations.

#### **2.10.4 Provide physical infrastructure for the newly established district Assemblies;**

The policy framework among other policy measures also aspired that all MMDAs particularly the newly established are well accommodated (both office and residential). The MLGRD has the

responsibility to provide infrastructure for these assemblies but most of the Assemblies established for the newly-created Municipalities and Districts in 2003, 2007 and 2012 are accommodated in rented premises. Prototypes of the proposed office accommodation have been approved and construction of physical infrastructure for the 46 newly created districts in 2012 has started and is scheduled for completion in 2015. Arrangements are yet to be made for the provision of physical infrastructure for the 60 districts created in 2003 and 2007. DAs are assigned about 86 functions ranging from deliberative, legislative and planning and to ensure efficiency and the provision basic infrastructure. While the creation of new districts is to bring governance and service delivery closer to the people the specificity of providing adequate accommodation both office and accommodation must be critically ensured. This will not only enable the DAs to attract staff but also retain staff.

The LGSS has given the establishment of HR Units in the MMDAs high priority and it is expected to have operational units in place in all 216 MMDAs by the end of 2015. So far 10 human resource departments have been established at the regional level while 70 hr units at MMDAs.

#### **2.10.5 Strengthen the Institute of Local Government Studies (ILGS) to perform its statutory role of training practitioners and policy makers for the local government sector**

The Institute of Local Government Studies (ILGS) was established to provide training for practitioners and policy makers for the local government sector. To strengthen the ILGS to perform its core functions, the following activities have taken place; Its capacity needs have been assessed; A capacity-building plan has been developed and is being refined; The MLGRD working on securing adequate funding for the Institute; Efforts are being made to expand its physical infrastructure through GIZ support; It has been accredited by the National Accreditation Board (NAB) and is affiliated to KNUST.

In terms of infrastructure, ILGS was able to complete its office and lecture hall facilities with a faculty lounge and a student records centre in Accra from its IGF. The institute has also refurbished its graduate block at the Tamale Campus. However, over the years, the ILGS has received inadequate funding to pursue its mandate. The Institute has had to introduce academic programmes in order to generate funds for its operations.

## CHAPTER THREE

### 3.0 CHALLENGES AND CONCLUSION

This section of the report highlights implementation challenges in relation to all of the ten policy areas discussed above.

#### 3.1 Administrative

While these interventions implemented in administrative decentralisation are essential in fulfillment of the policy objective to improve administrative and human resource capacity of the MMDAs and other stakeholders to ensure quality service delivery, it is suggested that the LGSS will conduct an impact assessment of the numerous interventions made to establish how these have enhanced service delivery at the local level. The establishment of HR units in the DAs is critical, Turner et al 2009 express the view that the work of the HR basic framework may be centralized but creating incentives for reform by making local governments more accountable for personnel costs and performance is even more important given that the way staff are organized at the local level can have a profound effect on the achievement of decentralisation objectives.

Administrative Decentralization is faced with a number of substantial challenges. These include:

- I. Attitudinal / Bureaucratic Resistance to Change
- II. Inadequate office and residential accommodation for MMDAs
- III. Inadequate Office Accommodation for full strength of Staff of LGSS
- IV. Implementation of the establishment of departments for MMDAs under LI 1961 - Schedule II
- V. Resource limitations (GoG Budget). Inadequate funding for Goods and Services and Investment activities of the LGSS.
- VI. Inadequate HR (Managerial and Technical) capacity at LGSS and at the MMDA level.
- VII. Stakeholders have different interests: (Ministries, Departments and Agencies, DPs, bureaucrats and public sector workers)
- VIII. Unfair distribution of MMDCD to the regions -Tamale 2, Kumasi 16 and Accra 7 (substantive CDs). Assistant Director IIA and IIB are serving as Ag. MMDCD and supervising more senior staff in the MMDAs.
- IX. Slow pace of amalgamation of schedule I departments of MMDAs
- X. Slow action on the appointment of HoDs for integrated departments
- XI. LGSS not in possession of personal files and staff profiles of transferred staff.
- XII. Recruitment of young inexperienced graduates to man MMDAs HR units
- XIII. Not all the 20 HR units have been furnished and equipped.

#### 3.2 Local Economic Development

Challenges to the effective implementation of Local Economic Development are all too clear from a casual assessment of the implementation only shows that sensitization on the National LED Policy and Operational Manual has taken place only in the Western and Central Regions on a pilot basis. It is anticipated that the roll out of LED backed by funds will unearth the economic potential in the DAS; provision of quality jobs for the population and its far reaching prospects for the country. LED can position countries to build a diverse economic and employment base. In this way, regional strategies to create a web of economic and social infrastructure that will act as hubs for rapid economic growth.

Other challenges include;

- i. The R/DPCUs are yet to integrate LED activities into their plans;
- ii. The omission of certain critical officers from the membership of the R/DPCUs adversely affects their effectiveness;
- iii. The establishment of a District LED Coordinating Committee as required in the NDAP may be one Committee too many at the district level.
- iv. The Minister of Local Government (MLG) has not issued any Guidelines for the charging of fees by MMDAs as required under section 34 of Act 462 since 1992;
- v. More seriously, the MLGRD has never issued Guidelines for the making and levying of rates by MMDAs as required under section 100 of the Local Government Act, 1993, Act 462;
- vi. Stakeholder consultations on fee-fixing resolutions are neither adequate nor effective;
- vii. The PPP document, though launched in 2011, is yet to be widely disseminated to the MMDAs;
- viii. The Business Advisory Centres (BACs) of the National Board for Small-Scale Industries (NBSSI) are not integrated into the DA system because the national management of the Board is disputing the basis for its decentralization;
- ix. In many districts, traders are reluctant to patronise markets constructed by DAs and prefer to trade instead on pavements and at other unauthorised areas.

### **3.3 Fiscal Decentralisation**

MMDAs are still battling with the collection of IGFs, which is a very important and effective means of generating funds for their operations. Road tolls, property taxes, market and other commercial tolls, etc., are means by which Assemblies can effectively mobilize funds to shore up their revenue generation efforts. It is hoped that the ongoing sensitisation and facilitation process of identifying and harnessing alternative revenue sources will help MMDAs improve their local revenue generation. Another challenge to the effective mobilisation of revenue is the lack of proper records of private properties and effective monitoring of commercial activities in the districts. The street naming and property addressing system is expected to a large extent, help resolve this challenge. The process which is currently on-going, when fully implemented is expected to assist MMDAs as they fall on the advantages of the exercise to bring effectiveness in the mobilization of IGFs in their Assemblies. The development of a guideline on fee fixing is also expected to aid the effective collection of revenue in the MMDAs. It is hoped that with effective training on the identification of potential revenue sources as well as effective collection methods, revenue generation of the Assemblies will be harnessed. Also, the lack of knowledge of the responsibility of the citizenry to the MMDAs pose a challenge to the effective running of the Assemblies. The ongoing education and sensitisation programmes will draw citizen's attention to their responsibility, especially in paying property taxes and contributing effectively to the decision making process of the Assembly.

### **3.4 Involvement of Non-State Actors**

Notable among the challenges identified in the implementation process is that even though there has been progress in activities to involve non state actors the Ministry of Local Government and Rural Development and Ministry of Chieftaincy and Traditional Affairs (MCTA) have not engaged very much to consider a roadmap for implementing the activities outlined in the NDAP.

In addition serious steps should be taken to build the capacity of non-state actors themselves so that they can discharge their duties appropriately. Issues like district boundaries demarcation, the configuration of districts, the naming of districts, the selection of district capitals, must all be done in consultation with the active involvement of chiefs, opinion leaders and affected people as any mechanical application of the criteria for creating districts or selecting district capitals will always lead to conflicts.

LOGNET as the umbrella organization for CSOs in local governance in Ghana as well as their zonal offices in parts of the country face serious challenges of personnel, finance, equipment and logistics.

### **3.5 The Social Agenda**

It is worth noting that delivering effective social agenda programmes at the MMDA level presents operational challenges including the following;

First of all, the education and health sectors are not on the decentralization schedule and because the bulk of the social agenda activities are in those two sectors, they are being implemented centrally by the MDAs in those two sectors.

Second, most of the women and children related activities are not being implemented by the MMDAs because the Department of Women and the Department of Children are not yet decentralized (devolved). The policy decision has now been taken to devolve the two Departments for them to function as Departments of the MMDAs.

Third, the youth employment programmes, instead of being decentralized, are almost all being implemented as national programmes by central Ministries, Departments and Agencies (MDAs). These include MASLOC, LESDEP, YESDEP, YESDEP and YES.

Fourth, the Public-Private Partnership (PPP) policy launched in 2012 is designed as a national-level policy and is not at all MMDA-friendly. This shortcoming has been identified and work is ongoing to revise the Policy to make it suitable for use by MMDAs.

Fifth, women's participation in local governance is yet to be increased and made more effective because the existing National Affirmative Action Policy is yet to be converted into legislation to enable enforceable directives to be issued for their implementation at the district level.

Sixth, the local programmes on HIV-AIDS, health disability, ageing, poverty reduction and registration of births and deaths which all feature on the Social Agenda policy measure will all benefit from the establishment of the Department of Social Welfare and Community Department of the District Assembly and the appointment of their Departmental Heads; the decision to restore Health and Education to the decentralization schedule; and the enactment of the revised Registration of Births and Deaths Act, 1965, Act 301, to establish the Registry of Births and Deaths as a Department of the District Assembly.

There are 77 Youth Authority District offices in the country. These offices are under-funded, lack equipment, logistics and adequate staffing. Youth issues and programmes are discussed at MMDA meetings in only these 77 districts;

Since the Department of Children is not decentralized, public education on the Children's Act is being conducted in most districts by the DSW&CD. The Department also handles the Child Panels' programme. The Department is however under-funded and under-staffed;

Women's participation in local governance is not encouraging. The number of women assembly members is low in all Assemblies across the country. MMDAs have established Gender Desk offices to handle issues pertaining to gender. The Gender Desk Office is not an established post within the LGS and the incumbents are not making any meaningful impact on gender policy measures;

MMDAs have HIV/AIDS focal persons who handle programmes that receive funding from the Ghana AIDS Commission, a share of the DACF and NGOs' contributions. These funding sources are however drying up and this is affecting scaling up of HIV/AIDS programmes in the districts;

MMDAs do not have local level strategies and plans for People with Disability (PWDs). Though there is a mandatory share of the DACF for the disabled, the funds are inadequate and there is rivalry among the various PWD groups at the district level over its accessing;

There is no National Ageing Policy to guide the development of local aging programmes. The Livelihood Empowerment Against Poverty (LEAP) covers only a few MMDAs and fund releases for payment to beneficiaries have fallen into several months of arrears;

MMDAs do not have the numbers and skills mix of health personnel to deliver health services at district facilities. There is lack of knowledge of health issues resulting in avoidable deaths especially in rural communities. MMDAs have introduced programmes aimed at increasing the number of health officials through sponsorship for training of nurses. However, the selection of trainees is not thorough as MMDAs sponsor training of a cadre of nurses they do not really need; All MMDAs have in place the Births and Deaths Department. However, the offices lack facilities, equipment and are under-funded. Further, Unit Committees are not supported to perform their delegated function of registering births and deaths in the communities as provided for under L.I. 1967 of 2010;

There is limited public awareness on citizens' rights and the channels for redress. The NCCE is not adequately resourced to undertake intensive public education on citizens' rights;

### **3.6 Institutional Arrangements for Policy Coordination**

This thematic area has been fully implemented with the establishment of the IMCC and its secretariat. Through the coordination and facilitation functions of the IMCC, the IMCC Secretariat and other institutions that were set up to coordinate activities of stakeholders in the Ghana's decentralisation process, significant successes and improvements have been seen in the implementation process. The development of frameworks and other indicators are effectively aiding the monitoring and evaluation processes by identifying challenges and making recommendations to improve and speed up the implementation process. This shows that the existence of the IMCC and its Secretariat is essential and indispensable in the quest to deepen decentralisation and local governance for national development. There is however more work to be done to achieve all the policy measures set out in the NDPF and the NDAP.



## APPENDIX: NATIONAL DECENTRALISATION ACTION PLAN

### Action Area 1 : Political Decentralisation and Legal Reforms

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Clarify and coordinate the roles, functions and relationships between different sectors and levels of government in the Decentralisation process.	<b>Key Activity 1</b> Review proposals of the MLGRD/OHCS 'Road Map' Committee and classification of regional responsibilities vis-à-vis other levels of government.	x				The activity was carried out by the LRTF	<ul style="list-style-type: none"> <li>• Following the conceptual definition of 'Decentralisation' in the NDPF in which the regional level is identified as a level of 'de-concentration' rather than 'devolution', all references in the 'Road Map' to regional level devolution have been removed.</li> <li>• The 'Road Map' now refers to district level devolution simpliciter.</li> <li>• The draft reviewed consolidated Local Government Bill therefore removes the staff of the regional level departments from membership of the LGS.</li> <li>• The draft Bill now also assigns specific responsibilities to the RCC such as de-concentrated responsibility for secondary (including vocational and technical) education and Regional Hospitals.</li> </ul>	Fully implemented
	<b>Key Activity 2</b> Develop time-table for implementing proposals for ministerial restructuring and strengthening the region	X				The activity was carried out largely by the OHCS/IMCC Secretariat and the LRTF	<ul style="list-style-type: none"> <li>• OHCS in collaboration with the IMCC Secretariat has developed and is implementing a road map under which realignment of 7 ministries is to be completed and another 4 completed in 2015.</li> <li>• The draft reviewed consolidated Local Government Bill contains provisions for strengthening the regions, including specific functions for the RCC, dedicated revenue sources for the RCC and spelling out the relationship between the RM and the DCEs.</li> </ul>	Fully implemented

	<b>Key Activity 3</b> Undertake extensive sensitization on requirements for ministerial restructuring and regional strengthening requirements.	X	X			Under the NDAP, the responsible agencies are the IMCC/MLGRD/LGS/OHCS	The IMCC in collaboration with the OHCS organised an orientation programme for Chief Directors, as well as regional stakeholder workshops in the three Northern regions and Brong Ahafo.	Partly implemented
	<b>Key Activity 4</b> Implement revised timetable for ministerial restructuring and regional strengthening requirements		X	x		IMCC/MLGRD/LGS	Road map currently being implemented but slow due to lack of funds	Partly implemented
	<b>Key Activity 5</b> Review implementation of ministerial restructuring and regional strengthening processes.			x	x	IMCC/MLGRD/LGS/ILGS/OHCS	This has been completed	Fully implemented
Formulate appropriate guidelines to regulate relationships between DCE, PM and MP	<b>Key Activity 1</b> Collate inputs from the review process and other literature on de facto roles played by DCEs, PMs and MPs and areas of potential conflict vis-à-vis existing provisions and administrative guidelines	X				The activity was undertaken by the MLGRD and various consultants	The inputs were collated and submitted to the CRC and the LRTF	Fully implemented
	<b>Key Activity 2</b> Develop guidelines clarifying and elaborating roles and responsibilities and outlining conflict resolution mechanisms.	x		x		The activity was undertaken by the CRC and the LRTF	<ul style="list-style-type: none"> <li>The CRC has recommended and the Government White Paper has accepted the removal of the MP from mandatory membership of the MMDAs.</li> <li>Roles, responsibilities and relationships have been elaborated and conflict resolution mechanisms provided for in the draft reviewed consolidated Local Government Bill.</li> </ul>	Partly implemented
	<b>Key Activity 3</b> Disseminate guidelines to all stakeholders and provide public education to relevant parties.		X			The NDAP assigns this Activity to the MLGRD/LGS/ILGS	Not yet due but in any case will have to await the constitutional amendment and the enactment of the draft reviewed consolidated Local Government Bill.	Not yet due
	<b>Key Activity 4</b> Adopt guidelines		X			The NDAP assigns this Activity to the MLGRD/ILGS	Not yet due but it will take the form of constitutional amendment and legislative enactment and not guidelines.	Not yet due
	<b>Key Activity 5</b> Conduct periodic review of the implementation	X	X	x	x	The NDAP assigns this Activity to the MLGRD/ILGS	Not yet due but there will be monitoring and evaluation of the implementation of the relevant	Not yet due

	guidelines through rapid field appraisals						constitutional amendment and legislative provisions.	
Review the processes for the selection of DCEs for further transparency, citizens' participation, accountability and effective devolution of power	<b>Key Activity 1</b> Develop guidelines for the selection and appointment of DCEs	x				The Activity was undertaken by the CRC	The CRC's recommendations were modified by the Government White Paper to the effect that for all MMDAs, the President will nominate 5 persons for consideration to the position of DCE. They will be interviewed by the PSC for their competence and efficiency to be assessed, out of which 3 will be short-listed to be voted on by the district electorate.	Fully implemented
	<b>Key Activity 2</b> Subject guidelines to public consultations and education	X				The NDAP assigns this Activity to the LKGRD but in practice, the CRC played a major role	This Activity was undertaken prior to the CRC recommendations and the Government White Paper on it.	Fully implemented
	<b>Key Activity 3</b> Implement provisions in the guidelines and monitor implementation		X			MLGRD	Not yet due but in any case has to await the enactment of the constitutional amendment	-
Review the representation of the membership of the Assembly and the sub-district structures to ensure the effective representation of interest groups such as traditional authorities, civil society and disadvantaged, excluded and marginalised groups	<b>Key Activity 1</b> Develop guidelines on the selection of appointed members detailing mechanisms for interest group consultation and citizens' input in the process	X				The Activity was carried out by the CRC	The Government White Paper on the CRC Report proposes that the guidelines should be included in the draft revised consolidated Local Government Bill as legislative provisions.	Fully implemented
	<b>Key Activity 2</b> Undertake public education on new guidelines	X	x			The NDAP assigns this Activity to the MLGRD/NCCE/ILGS but in practice it was carried out by the AG-MOJ	The AG-MOJ/NCCE/MOI organized regional Sensitization Workshops on the entire Government White Paper on the CRC Report	Partly implemented
	<b>Key Activity 3</b> Implement action on appointed members for new Assembly membership in 2012	X				MLGRD	The Activity could not be implemented within the time frame because the necessary legislative amendments have not been effected	Not implemented
	<b>Key Activity 4</b> Initiate legislative review of Act 462 and other relevant guidelines to formalize provisions for inclusion of identifiable interest groups and traditional authorities			x		MLGRD	Action on this is pending before the LRTF	Partly implemented
	<b>Key Activity 5</b> Monitor the efficacy of new arrangements		x	x	x	MLGRD	Not yet due	Not yet due

Review and strengthen the sub-district structures to facilitate the active involvement of citizens in decision-making	<b>Key Activity 1</b> Review the size and numbers of the sub-district structures	x				The Activity was undertaken by the LRTF/MLGRD, Cabinet and Parliament	The Local Government (Urban, Zonal and Town Councils and Unit Committees) (Establishment) Instrument, L.I. 1967 was enacted to replace L.I. 1589 of 1994 of the same name and makes the following changes to the size and numbers of the sub-district structures: <ul style="list-style-type: none"> <li>• It reduces the membership of the UCs from 15 to 5 and in the process abolished the appointed membership of the UCs;</li> <li>• Consequently, it reduces the number of UC members country-wide from 230,000 to 30,000;</li> <li>• It makes the Unit coterminous with the Electoral Area, thereby reducing the number of Units and of UCs from 16,000 to 6,000;</li> <li>• It increases the number of Electoral Areas by 1,000 from 5,000 to 6,000;</li> <li>• It abolished the appointed membership feature of the UZTACs.</li> </ul>	Fully implemented
	<b>Key Activity 2</b> Organise capacity building programmes for UC members and Assembly persons	X	x	x	x	The NDAP assigns this Activity to the ILGS/LGS but in practice, the MLGRD was very instrumental in its implementation	Orientation Programmes were organized for the UC members and Assembly persons on their election and appointment, but this was not considered to be adequate The IMCC Secretariat with the support the EU also undertook further strengthening of Unit Committee members	Partly implemented
	<b>Key Activity 3</b> Enforce provision for revenue allocation to sub-district structures by MMDAs		x	x	x	MLGRD	Not yet due	-
	<b>Key Activity 4</b> Regularise remuneration for sub-district structures		x			MLGRD	Not yet due	-
	<b>Key Activity 5</b> Establish performance appraisal for sub-district structures		x	x	x	LGS/MLGRD	Not yet due	-
Strengthen capacity of Assembly members to enable them perform their	<b>Key Activity 1</b>		x			MLGRD	Though not yet due, two developments will impact positively	-

functions effectively and also make them responsive to their electorate	Establish Committee to review incentive package for Assembly members						on this Activity if they are implemented namely: <ul style="list-style-type: none"> <li>The recommendation by the CRC and its acceptance by the Government White Paper for the remuneration of Assembly members to be fixed by the proposed IEC and for the remuneration to be charged on the Consolidated Fund;</li> <li>A provision in the draft reviewed consolidated Local Government Bill by the LRTF for Assembly members to be paid special allowances to enable them undertake the statutory duties imposed on them by section 16 of Act 461</li> </ul>	
	<b>Key Activity 2</b> Validate report and implement recommendations			x	x	MLGRD	Not yet due	-
	<b>Key Activity 3</b> Organise orientation and annual training programmes for Assembly members	X	x	x	x	MLGRD/ILGS	Orientation programme organized for them in Year 1 immediately after their election and appointment Subsequent orientation programmes will also be organised after the Assembly level elections in 2015	Partly implemented
Strengthen the legal, financial and technical bases of the regions to facilitate monitoring, technical backstopping and coordinating roles	<b>Key Activity 1</b> Review and elaborate the role of RCC as a de-concentrated level of government vis-à-vis central and local governments	x				The NDAP assigns this Activity to the MLGRD/LGS but in practice, it has been undertaken by the LRTF	The draft reviewed consolidated Local Government Bill has the following provisions on the regional level of governance: On additional functions for the RCC: <ul style="list-style-type: none"> <li>Intra-regional postings of staff of the ODA and Departments of the MMDAs in the region by the OHLGS, the current LGSS;</li> <li>Approval of bye-laws of the MMDAs;</li> <li>Provision of backstopping support for the performance of the functions of the MMDAs;</li> <li>Resolution of conflicts between MMDAs and other agencies;</li> <li>Oversight responsibility for second-cycle educational institutions and Regional</li> </ul>	Partly implemented

						<p>Hospitals on behalf of the MOE and MOH.</p> <p>On additional funding for the RCC:</p> <ul style="list-style-type: none"> <li>The IMCC Secretariat in collaboration with the FDU is currently working on a roadmap for the implementation of a Regional Integrated Budget(RIBS) which will create a budget line for decentralised departments at the regional level.</li> <li>Monies obtained by the DVLA under the DVLA Act, 1999, Act 569;</li> <li>Gifts and other donations.</li> </ul> <p>On the relationship between the RM and the DCE:</p> <ul style="list-style-type: none"> <li>Supervise, on behalf of the President, the work of the DCE;</li> <li>Monitor and evaluate the performance of the DCE;</li> <li>Submit periodic assessment of the DCE to the President.</li> </ul>		
	<b>Key Activity 2</b> Review Act 462 to reflect clarified roles and resources of the regional level	X				Ditto as in Key Activity 1	Ditto as in Key Activity 1	Ditto as in Key Activity 1
	<b>Key Activity 3</b> Organise rapid consultations with Cabinet, RCCS and key stakeholders on the development of a draft Bill for regional government and RCCs.	x	x			MLGRD	<ul style="list-style-type: none"> <li>The decision is not to have a separate Bill for regional government and RCCs but to strengthen the provisions on regional governance in the Local Government Act, on which the Progress Report in Key Activity 1 is relevant</li> <li>Stakeholder consultations on the draft reviewed consolidated Local Government Bill have been completed with stakeholders such as MLGRD/DACFA/LGSS/ILGS and the IMCC Secretariat</li> </ul>	Fully implemented
	<b>Key Activity 4</b> Present draft Bill to Cabinet and Parliament for passage		x			MLGRD	The draft consolidated bill is being finalised for onward submission to cabinet	
	<b>Key Activity 5</b>		x	x		MLGRD/ILGS	Not yet due, but Key Activity 3 is relevant	

	Sensitise stakeholders on provisions of new Regions Act							
	<b>Key Activity 6</b> Provide appropriate logistics and financial support for the operationalisation of provisions of the Regions Act		x	x	x	MLGRD/MOF	Not yet due, but Key Activity 3 is relevant	
Review and harmonise existing multiple (and conflicting) legislations in the sector	<b>Key Activity 1</b> Review Act 462 (taking earlier proposals for legal review into account)	x				The NDAP assigns this Activity to the MLGRD/AG's Department but in practice it has been undertaken by the LRTF	A final draft of the reviewed consolidated Local Government Bill is being readied for submission to cabinet. It reviews, merges and consolidates the following: <ul style="list-style-type: none"> <li>• Government White Paper on the CRC Report as it affects Chapter Nine</li> <li>• District Assemblies Common Fund Act, 1993, Act 455</li> <li>• Local Government Act, 1993, Act 462</li> <li>• National Development Planning (System) Act, 1994, Act 480</li> <li>• Local Government Service Act, 2003 Act 656</li> <li>• Internal Audit Service Act, 2003, Act 658 (sections affecting MMDAs)</li> <li>• Public Procurement Act, 2003, Act 663 (by reference)</li> <li>• Previous proposals for legislative review collated during the Stakeholders Consultations on Local Government and Decentralisation</li> </ul>	Fully implemented
	<b>Key Activity 2</b> Review legislation on new sector agencies that conflict with Decentralisation laws (Health, Education, Fire, Forestry)	x	x			The NDAP assigns this Activity to the MLGRD/AG's Department but in practice, it is being handled by the LRTF of the IMCC	<ul style="list-style-type: none"> <li>• Sector working groups for both Education and Health have been set up and draft bills and road map developed for consultation and passage into law.</li> <li>• However, the decentralisation of the Fire Service Department is currently on hold.</li> </ul>	Partly implemented
	<b>Key Activity 3</b> Review financial management legislation (including FAA, IAA, PPA and Appropriation Act) for	X	x	x		The NDAP assigns this Activity to the MLGRD/AG's Department but in practice is being implemented by the following agencies: <ul style="list-style-type: none"> <li>• FAA, 2003, Act 654 –</li> </ul>	<ul style="list-style-type: none"> <li>• Review of the FAA is yet to be undertaken</li> <li>• Review of IAA is ongoing</li> <li>• Review of the PPA is ready for submission to Cabinet</li> <li>• The Appropriation Act does</li> </ul>	Partly implemented

	suitability/applicability for local government context					<p>FDUs of MOF and MLGRD</p> <ul style="list-style-type: none"> <li>• IAA, 2003, Act 658 – IAA</li> <li>• PPA, 2003 Act 663 – PPA</li> <li>• Appropriations Act - Inapplicable</li> </ul>	not need any review as it simply represents in figures the MDA and MMDA allocations in the approved Budget every year	
	<b>Key Activity 4</b> Enact new Act to reflect devolution intent of Decentralisation and local governance	X	x			The NDAP assigns this Activity to the MLGRD/AG's Department but is in practice being implemented by the LRTF	This refers to the draft reviewed consolidated Local Government Bill referred to in Key Activity 1 above	Partly implemented
	<b>Key Activity 5</b> Continue public education and awareness-raising on revised Act 462, L.I. 1961 and revised L.I. 1589	x	x	x	x	MLGRD/LGS/NCCE/AG's Department	<ul style="list-style-type: none"> <li>• On the revised Act 462: Public education and awareness cannot commence until the revised Act has been enacted. However, the AG's Department/MOI/NCCE conducted public education and awareness on the Government White Paper on the CRC Report, including the section on Local Government and Decentralisation</li> <li>• On L.I. 1961: The LGSS conducted regional public education and awareness Workshops in all the 10 regional capitals and followed up with specialized Zonal Workshops for Directors of the decentralized Departments of the MMDAs in Accra and Kumasi as well as a Special Conference for the professional staff of the LGS (including those of the MMDAs) in Kumasi on the theme: "Fostering Local Government Management for Effective Local Governance and Service"</li> <li>• On L.I. 1967 (the revised L.I. 1589): The sections affecting the nature of the sub-district structures were implemented for the 2010 District Level Elections. The NCCE conducted Focus Group Discussions and held Community Durbars on L.I. 1967 and L.I. 1983</li> </ul>	Partly implemented
	<b>Key Activity 6</b> Monitor implementation of L.I. 1961, L.I. 1589 and other legislative innovations for the	X	x	x	x	MLGRD/LGS/ILGS	Various activities undertaken to provide updates about progress being made with implementation of the legislations. They include feedback generated from	Partly implemented

	implications for operationalisation, change management and consistency with other legislations pertinent to Decentralisation and local governance						participants who are key in the implementation of LI 1961, LI 1967, etc. The IMCC, the Head of Service (HoS), Chief Director and Directors from LGSS monitored some selected MMDAs in all regions on the status of the implementation of LI 1961; in terms of the establishment of the departments, staffing, reporting relationship and overall functioning of MMDAs. The LGSS organized 4 zonal workshops with all MMDCDs to discuss the outcomes of the monitoring by LGSS and the necessary actions to be undertaken.	
Set up an independent District Demarcation Commission to recommend the creation of new districts and regions to Parliament	<b>Key Activity 1</b> Review and demarcate current boundaries of MMDAs			x		MLGRD	Not yet due but the boundaries have been reviewed and 5 new Municipalities and 41 new Districts have been created	Fully implemented 2 years ahead of time
	<b>Key Activity 2</b> Document legal boundaries and review L.I.s of affected MMDAs			x		MLGRD	On the creation of districts, the Government White Paper on the CRC Report states that: "the power to create and upgrade districts should be vested in the EC acting in consultation with the President and with the approval of Parliament. The Minister of Local Government should however continue to exercise the power to establish the MMDAs but this should be done by legislation". On the creation of regions, the matter is governed by Article 5 of the Constitution	
	<b>Key Activity 3</b> Undertake public education on legal boundaries and sensitise all MMDAs and other stakeholders			x		MLGRD	Not yet due but the MLGRD is already doing it on an ongoing basis The MLGRD set up a Committee on District Boundary Disputes relating to the 2010 Population and Housing Census and its Interim Report submitted to the MLGRD in March 2012 has helped to abate or reduce most of the tensions associated with the district boundary disputes	

**Action Area 2: Administrative Decentralisation**

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Facilitate restructuring of the public administration system for effective local governance	<b>Key Activity 1</b> Review proposed modalities for ministerial re-alignment	x				MLGRD	The draft revised Bills to prepare four of the L.I. 1961 Category II Departments submitted by the Legislative Review Task Force (LRTF) namely Registry of Births and Deaths, National Sports Council, National Youth Council and the Ghana Library Board, were approved for submission to Cabinet and Cabinet has subsequently approved these. Similarly, on the directive of the Technical Committee of the IMCC, the IMCC Secretariat prepared a 'Concept Note' for a Ministerial Retreat on the NDPF. Consequently, Cabinet has approved the mainstreaming of Education, Health, Agriculture (Fisheries) and Statistical Service into the NDPF. Therefore, the IMCC Secretariat has agreed with the Ministries concerned to develop a roadmap for implementation. On the sector placement of the Department of Town and Country Planning (DT&CP), the LRTF is reviewing the matter and recommendations will be made to the IMCC for consideration via the Administrative Decentralisation Task Force (ADTF)	Partly implemented
	<b>Key Activity 2</b> Assign roles and responsibilities	x				MLGRD	Roles and responsibilities have been clarified and assigned	Fully implemented
	<b>Key Activity 3</b> Transfer staff and assets	x	x			MLGRD/LGS	Transfer of staff already carried out  Transfer of assets is ongoing but requires legal backing	Fully implemented

	<b>Key Activity 4</b> Undertake change management sessions for affected MDAs and MMDAs		x			LGS/ILGS	Under EU support HRSP programme, change management coaching and training modules for MMDAs developed and rolled out.  A number of sensitization workshops, radio discussions and TV docu-dramas were carried out.  A Change Management training module has been developed for the LGS (through EU-HRSP); Baseline workshops for service delivery standards have been carried out. Setting up of Performance Management Systems (HR & Service Delivery) and LGS HR database system are on-going (through EU –HRSP)	Fully implemented
Ensure an effective integration of sectoral programmes and assets into the DAs to facilitate coordinated development through the establishment of district departments	<b>Key Activity 1</b> Formulate guidelines for integrating decentralized departments into MMDAs	x				The NDAP vests this responsibility in the MLGRD/LGS but in practice this involved also the LRTF/Cabinet/Parliament	Instead of guidelines, L.I. 1961 of 2009 was enacted to act as the trigger for the integration	Fully implemented
	<b>Key Activity 2</b> Implement the transfer of staff	x				MLGRD	Ceremony for symbolic transfer of affected staff from CS to LGS under the auspices of the Vice President organised  L.I. 1961 Category 1 Departments staff transferred Transfer of L.I. 1961 Category 2 staff awaiting amendments to their establishment enactments	Partly implemented
	<b>Key Activity 3</b> Appoint DCDs and other HODs	x	x			LGS	DCDs and other HODs appointed  91 MMDCDs appointed and over 2,600 staffs of various classes recruited and posted Appointment for the HODs for the Department of Social Welfare and Community	partly implemented

							Development at MMDAs is in progress  A further 74 qualified staff have been processed and are currently undergoing interviews at the Public Services Commission for promotion to MMDCD's.	
	<b>Key Activity 4</b> Harmonise sectoral plans and programmes into the MTDPs of the DAs including funding sources	x	x			MMDAs/NDPC/MOF	Both the Planning Guidelines issued by the NDPC and the Annual Budgets presented by MOF incorporate this activity  Proposals on 'Inter-Service/Inter-Sectorial Collaboration' and an 'Institutional Framework for Decentralised Service Provision' to be undertaken under the auspices of the IMCC has been developed by the Local Government Service Secretariat (LGSS); Setting up of Performance Management Systems (HR & Service Delivery) and LGS HR database system are ongoing (through EU –HRSP);	Fully implemented
Provide physical infrastructure for the newly established DAs	<b>Key Activity 1</b> Provide office accommodation for new MMDAs	x				MLGRD	All newly established DAs accommodated in rented premises  In the medium term, CG committed to providing physical infrastructure to all the new DAs  Audit of existing physical infrastructure in new districts already conducted by MLGRD	Partly implemented
	<b>Key Activity 2</b> Provide residential accommodation for new MMDAs				x	MLGRD	Central Government commitment to providing each new MMDA with one DCE bungalow, one DCD bungalow and 4 JSQs in the medium term is currently ongoing	Partly implemented
	<b>Key Activity 3</b>	x	x			MLGRD	All MMDA's have been supported with essential	Fully implemented

	Provide basic logistics and equipment for MMDAs						logistics to facilitate operations	
Strengthen the LGS to provide the requisite human resource to form a dedicated bureaucracy at the district level	<b>Key Activity 1</b> Develop Human Resource Policy of the LGS	x					LGS A Scheme of Service (SoS) for the LGS has been validated, printed and distributed. A first round of sensitization workshops for all RCCs and MMDAs regarding the HR Policy and HR Protocols were carried out in 2012; Draft Organograms for the MMDAs have been completed and validated. Sensitization workshops at the national, regional and MMDA levels are currently underway.	Fully implemented
	<b>Key Activity 2</b> Develop Human Resource Policy Implementation Plan	x					LGS Based on the outcomes from 2011 HR audit, professional staff gaps and recruitment plan developed  Plan for Setting up of HRM unit at MMDA prepared  Staff posting plan for newly created MMDAs in 2012 prepared  Action plan for the selection of the HoDs of MMDAs in progress	Fully implemented
	<b>Key Activity 3</b> Implement Human Resource Development Plan of the LGSS	x	x	x	x		LGS Orientation training for newly recruited staff (over 2,600) was organized  Based on DDF/FOAT, plan for the training needs on the related thematic areas developed and training provided.  Generic training for 13 thematic areas (DDF/FOAT) for MMDAs staff carried out.  MoF has issued financial clearance for additional staff to strengthen the LGSS. The current staff strength is 79 (69 permanent staff plus 10 SP/NYEP/Programme staff)	Partly implemented

							out of an approved staffing norm of 95. 2,602 LGS professional staffs were recruited in 2011/  The total HR gap in MMDAs has been identified and a 5-year recruitment plan developed to cover the 15,000 vacancies thus identified	
	<b>Key Activity 4</b> Assess the capacity needs of the staff of the LGS	x				LGS	Capacity Building needs assessment based on DDF/FOAT assessment Developed	Fully implemented
	<b>Key Activity 5</b> Develop capacity building plan for short, medium and long terms	x				LGS	Scheme of Service (SoS) training modules for all classes developed in collaboration with ILGS  Capacity Building Training plan for the staff of MMDAs being developed	Partly implemented
	<b>Key Activity 6</b> Implement capacity building plan	x	x	x	x	LGS	Generic training for 13 thematic areas (DDF/FOAT) for MMDAs staff carried out.  HR management manual developed and HR staff trained  A draft code of conduct for LGS staff developed	Fully implemented
	<b>Key Activity 7</b> Expand office accommodation of the LGS		x	x		MLGRD/LGS	Plot for the construction of new LGSS office acquired  New LGSS office layout drafted with Plinth Area Estimate  Detailed design and estimates for the LGSS office included in 2014 Annual Action plan and Budget	Partly implemented
	<b>Key Activity 8</b> Provide basic logistics and equipment for LGS	x	x	x	x	MLGRD/LGS	Some logistic and equipment provided under DP supported programmes and DDF/Demand Driven CB Component	Partly implemented

							Construction of office building for 46 new MMDAS have been tendered	
Strengthen the ILGS to perform its statutory role of training practitioners and policy makers for the local government sector	<b>Key Activity 1</b> Assess capacity needs of the ILGS	X				ILGS	Capacity needs have been assessed  Activity duly executed leading to the development of a capacity assessment report and the Second Strategic and Action Plan (2011-2016) as well as a Master Plan.	Fully implemented
	<b>Key Activity 2</b> Develop capacity building plan for the ILGS	X	x			ILGS/MLGRD	Capacity building plan is being refined in the context of ongoing legislative and institutional reform in the Local Government sector Activity duly executed and capacity building plan incorporated into the Second Strategic and Action Plan (2011-2016).	Fully implemented
	<b>Key Activity 3</b> Implement capacity building plan for the ILGS	X	x	x	x	ILGS/MLGRD	Implementation of the capacity building plan has been impeded due to serious funding challenges.	Partly implemented
	<b>Key Activity 4</b> Secure adequate funding for the ILGS	X	x	x	x	ILGS/MLGRD	Core funding for the operation of the ILGS as a public institution has not yet been secured	Partly implemented
	<b>Key Activity 5</b> Expand physical infrastructure for the ILGS	X	x	x	x	MLGRD/MOF	Efforts are being made to secure funding to enhance expansion in infrastructure	Partly implemented
	<b>Key Activity 6</b> Complete the accreditation process	X	x			ILGS/MLGRD	The Institute has been accredited by NAB and affiliated to the KNUST  Four Masters level programmes currently being rolled out with great success.	Fully implemented
Establish human resource directorates staffed by good human resource managers at the DA levels to direct the strategic planning and implementation for human resource development and manpower requirements	<b>Key Activity 1</b> Appoint Human Resource Directors for MMDAs	X	x			LGS	Two HR directors for HRM department of ARCC & ERCC posted  10 HR departments at regional level and 70 HR units at MMDA level established	Partly implemented

							HR staff (minimum staffing) for all MMDAs recruited and orientation training provided	
	<b>Key Activity 2</b> Assist MMDAs to prepare Human Resource Plans	X	x			LGS	HRMIS had been developed and deployed in 210 MMDA's  HR staff for all MMDAs trained on HR management manual which includes HR planning	Partly implemented
	<b>Key Activity 3</b> Implement Human Resource Plans	X	x	x	x	LGS	Activity ongoing	Partly implemented

### Action Area 3: Decentralized Development Planning and Budgeting

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Review the Planning System Act with a view to re-defining the role of the RCCs with a view to providing them with adequate regional planning responsibilities	<b>Key Activity 1</b> Set up Technical Committee to review the Planning Systems Act	X	x			NDPC/MLGRD/*LAP	NDPC has set up a committee that is developing LIs under both Act 479 and Act 480 which would lead to the effective implementation  Technical Committee constituted and functional	Fully implemented
	<b>Key Activity 2</b> Validate Report		x			NDPC/MLGRD/LAP	Not yet due A draft Legislative Instrument of the Planning System Act has been prepared and Stakeholder consultation is being held.	
	<b>Key Activity 3</b> Draft new Bill based on Revisions		x			NDPC/MLGRD/LAP	Not yet due	
	<b>Key Activity 4</b> Seek approval from Cabinet and Parliament		x			NDPC/MLGRD/LAP	Not yet due	
	<b>Key Activity 5</b> Publicize provisions of the new Act		x	x		NDPC/MLGRD/LAP	Not yet due	
Increase resource availability to DAs in order to allow DAs implement their own priorities in the district plans	<b>Key Activity 1</b> Transfer district level funds to the direct control of MMDAs	X	x	x	x	MLGRD/MOF	The Composite Budget system triggered off in the 2012 Budget seeks to transfer district level funds to the direct control of the MMDAs	Fully implemented  implemented except that there have been delays

	<b>Key Activity 2</b> Ensure timely release of DACF		x	x	x	MLGRD/MOF	In 2013 the first quarter of the DACF was timely transferred	Partly implemented
Strengthen the capacity of R/DPCUs by reviewing the membership of the PCUs to include critical officers and provide the appropriate logistics to make them effective	<b>Key Activity 1</b> Review the guidelines for and membership of DPCUs and RPCUs		x			MLGRD/NDPC	This is catered for in the reviewed consolidated local government bill	Fully implemented
	<b>Key Activity 2</b> Inaugurate new DPCUs and RPCUs		x			MLGRD/RCCs/MMDAs	Not yet due	
	<b>Key Activity 3</b> Provide RPCUs and DPCUs with appropriate logistics		x	x	x	MLGRD/NDPC/LGS	Under DDF, RPCUs have been supported with Vehicles. Under EU, RCCs are being supported with Grants	
	<b>Key Activity 4</b> Institute regular meetings of RPCUs and DPCUs		x	x	x	RCC/MMDAs		
Develop and enforce appropriate guidelines to strengthen citizen participation in the planning and budget process	<b>Key Activity 1</b> Develop/review guidelines for citizens' participation in planning		x			MLGRD/NDPC/ILGS/NGOs	The LGS in collaboration with ILGS was able to map out existing guidelines for citizen's participation in planning. A Scoping Report providing an inventory of guides on participation available	Fully implemented
	<b>Key Activity 2</b> Develop guidelines for citizens' participation in the budget process based on examples from districts implementing them		x			MLGRD/NDPC/ILGS/NGOs	LGS/ILGS has developed a Framework for Participatory Planning and Budgeting to serve as a guide to strengthen citizens' participation in the process	Fully implemented
	<b>Key Activity 3</b> Disseminate the guidelines for citizens' participation in planning and budgeting		x			MMLGRD/NDPC/ILGS/NGOs	Dissemination workshops currently on-going.	Partly implemented
	<b>Key Activity 4</b> Implement and monitor the provisions of the guidelines		x	x	x	MLGRD/NDPC	Not yet due	

**Action Area 4: Spatial Planning**

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Create effective inter-governmental communication among the stakeholders to ensure integration and coordination of spatial plans and policies across the sectors	<b>Key Activity 1</b> Review sectoral programmes and guidelines related to or with implications for spatial planning	x				MLGRD/MWRWH/ NDPC/MEST	<p>Draft national housing policy developed and awaiting validation</p> <ul style="list-style-type: none"> <li>• Some sectoral policies, plans and programmes that have implications for spatial planning reviewed under LAP/LUPMP</li> <li>• NDPC in collaboration with DT&amp;CP have begun a preparatory process towards the formulation of a national spatial development policy</li> <li>• MTDP and Budgeting process reviewed to include spatial planning as it relates to the TC&amp;PD</li> <li>• More sectoral programmes related to, or with implications for spatial planning reviewed during preparation of Western Region Spatial Development Framework</li> <li>• National Technical Committee established to facilitate review of programmes</li> </ul> <p>Guidelines prepared and orientation is yet to be done</p>	Partly implemented
	<b>Key Activity 2</b> Organize inter-sectoral and inter-governmental consultation based on above review and generate inputs for national policy and coordination guidelines	x	x			MLGRD/MWRWH/ NDPC/MEST	<p>Consultative meetings held with relevant MDAs.</p> <p>Human Settlements Policy Study conducted to validate findings and policy recommendations made to the NDPC for the formulation of a National Human Settlements Policy.</p> <p>Based on policy recommendations, 3-tier Land Use and Spatial Planning system/model</p>	Partly implemented

							introduced to guide spatial planning. Guidelines for preparation of spatial plans produced.	
	<b>Key Activity 3</b> Validate and disseminate policy and guidelines across sectors		x			MLGRD/MWRWH/NDPC/MEST	Stakeholder consultation held to validate the draft national housing policy Urban Policy and guidelines on Street Naming and Property Numbering validated and disseminated across sectors Street naming and numbering executed in all District capitals	Fully Implemented
	<b>Key Activity 4</b> Implement provisions in the guidelines		x	x	x	MLGRD/MWRWH/NDPC/MEST	Not yet due	
Strengthen capacity at the local level in spatial planning	<b>Key Activity 1</b> Organise training for MMDAs in spatial planning		x	x		MLGRD/MWRWH/NDPC/MEST	More training organised in Spatial Planning for key staff of MMDAs under LAP Phase 2	Partly implemented
Revise existing laws to provide enabling environment for spatial planning and land use management	<b>Key Activity 1</b> Review existing legislation in the light of the national policy on spatial planning		x			MLGRD/MWRWH/NDPC/MEST/Parliament	473 laws that have direct and indirect effects on spatial planning reviewed  The draft Land Use and Spatial Planning Bill has also received Cabinet approval	Fully implemented
	<b>Key Activity 2</b> Introduce required legislative amendments		x	x	x	Parliament/MLGRD/MEST/NDPC	Not yet due but Land Use and Spatial Planning Bill formulated for approval  Cabinet approval obtained, but Bill is yet to be passed by Parliament  Land Use and Spatial Planning Bill is still being processed to be passed into law	Partly implemented
	<b>Key Activity 3</b> Sensitise MMDAs, key sectors, stakeholders and general public on legislative amendments and spatial planning policy guidelines		x	x		MLGRD/NDPC/ILGS	Not yet due	
Increase education and sensitization programmes of the citizenry on spatial	<b>Key Activity 1</b> Undertake public education on spatial		x	x	x	MLGRD/NDPC/ILGS	Not yet due	

planning laws and regulations	planning laws and regulations								
Ensure the full integration of the Town and Country Planning Department into the Assembly system	<b>Key Activity 1</b> Integrate plans and programmes of district level Town and Country Planning into MMDAs		x	x	x	MLGRD/MEST/NDPC	Not yet due		
	<b>Key Activity 2</b> Provide resources of Town and Country Planning under MMDAs		x	x	x	MLGRD/MEST/NDPC	Not yet due but limited funds and logistical support for DT&CP activities only provided	Partly implemented	
Integrate spatial planning into the Medium Term Planning of the MMDAs	<b>Key Activity 1</b> Develop guidelines to integrate spatial planning into district development planning		x			MLGRD/MEST/NDPC	Not yet due but 3 Discussion Sessions held on the integration of the guidelines for the preparation of MTDPs and Spatial Plans.  Guidelines for preparation of spatial plans integrated into the guidelines for preparation For medium term district development plans	Partly implemented	
	<b>Key Activity 2</b> Sensitise MMDAs on guidelines		x			MLGRD/MEST/NDPC	Not yet due		

#### Action Area 5: Local Economic Development

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Facilitate the formulation of a national LED framework to guide MMDAs	<b>Key Activity 1</b> Undertake a review of initiatives, studies and lessons learned on LED and local level PPPs in Ghana		x			MLGRD/MOF/NDPC/ ILGS/LGS	Study on LED initiative undertaken	Fully implemented
	<b>Key Activity 2</b> Develop guidelines for LED strategies		x			MLGRD/MOF/NDPC/ ILGS/LGS	LED Operational Manual developed by LED Technical Committee	Fully implemented
	<b>Key Activity 3</b> Develop PPPs framework to promote LED		x			MLGRD/MOF/NDPC/ ILGS/LGS	National PPP Policy has been launched	Fully implemented

	<b>Key Activity 4</b> Sensitise MMDAs on the LED Guidelines and PPP Framework	x	x			MLGRD/MOF/NDPC/ ILGS/LGS	Staff of RCCs and MMDAs in the Central and Western Regions and from the 7 UNDP pilot districts of Central Gonja, Bongo, Amansie West, Sissala, West Wa, Tamale and Kassena Nankana have been sensitised at separate Workshops  Sensitisation on the National LED Operational Manual was piloted in the Central and Western Regions. A nationwide sensitization exercise would be undertaken once the LED policy is launched.	Partly implemented
Promote the development and implementation of local level strategies for local LED	<b>Key Activity 1</b> Set up district LED coordinating teams		x	x		MLGRD/MOF/NDPC/ ILGS/LGS	Not yet due but the Teams trained on the LED Operational Manuals are supposed to form the core of the District LED Coordinating Teams  After the Policy is launched, the Action Plan would be rolled out with Tech Support from LGSS and the MLGRD	Partly implemented
	<b>Key Activity 2</b> Formulate local strategies for LED		x	x		MLGRD/MOF/NDPC/ ILGS/LGS	LED Policy developed.	Fully implemented
	<b>Key Activity 3</b> Integrate LED strategies into district development activities		x	x	x	MLGRD/MOF/NDPC/ ILGS	NDPC to collaborate with MLGRD to mainstream LED concept. Orientation workshop organised	
	<b>Key Activity 4</b> Implement activities in MMDAs		x	x	x	MLGRD/MOF/NDPC/ ILGS	Not yet due	
Encourage Assemblies to deepen consultations and publicize fee-fixing Consultations on a timely basis	<b>Key Activity 1</b> Undertake review processes for fee fixing consultations		x			MLGRD/MOF/NDPC/ ILGS	Not yet due	
	<b>Key Activity 2</b> Develop guidelines for conducting consultations based on the experiences of successful Assemblies		x			MLGRD/MOF/NDPC/ ILGS	Not yet due	
	<b>Key Activity 3</b>		x	x	x	MLGRD/MOF/NDPC/ ILGS	Not yet due	

	Encourage Assemblies to budget or make appropriate provision for consultations and implement these							
Facilitate the development of guidelines for PPPs at the local level	<b>Key Activity 1</b> Develop local guidelines for PPP		x			MLGRD/MOF/NDPC/ ILGS	PPP guidelines developed	Fully implemented
	<b>Key Activity 2</b> Sensitise stakeholders on guidelines		x			MLGRD/MOF/NDPC/ ILGS	Not yet done	Partly implemented
	<b>Key Activity 3</b> Formulate local level PPP strategies for the development of SMEs		x			MLGRD/MOF/NDPC/ ILGS	Not yet due	
	Implement strategies		x	x	x	MLGRD/MOF/NDPC/ ILGS	Not yet due	
Encourage Assemblies to pro-actively collaborate with key local level agencies	<b>Key Activity 1</b> Identify capacity requirements to relevant decentralized agencies such as the Departments of Community Development, Cooperatives and the BACs		x			MLGRD/MOF/NDPC/ ILGS	Not yet due	
	<b>Key Activity 2</b> Identify mechanisms for local level collaboration with small business associations (SBAs) and economic groupings		x			MLGRD/MOF/NDPC/ ILGS	Not yet due	
	<b>Key Activity 3</b> Organise orientation for LED teams on collaborative and participatory practices		x			MLGRD/MOF/NDPC/ ILGS	Not yet due	
	<b>Key Activity 4</b> Organise district level information sharing meetings on LED		x	x	x	MLGRD/MOF/NDPC/ ILGS	Not yet due	
	<b>Key Activity 5</b> Provide financial and other resource support to departments for monitoring and evaluation of LED activities (including Departments of Community Development, Cooperatives and BACs)		x	x	x	MLGRD/MOF	Not yet due	

Promote inter-district trade and harmonise/resolve multiple taxes on same goods/services	Organise annual district fairs on LED			x	x	MLGRD/RCCs/NBSSI/NDPC/ILGS	Not yet due	
Provide platforms for sharing information amongst Assemblies on good practices and lessons learned in LED and SME support	<b>Key Activity 1</b> Organise best practice forums on LED at the district, regional and national levels		x	x	x	MLGRD/MOF/NDPC/ILGS	Not yet due	
	<b>Key Activity 2</b> Organise post-forum LED skills building workshops		x	x	x	MLGRD/MOF/NDPC/ILGS	Not yet due	

#### Action Area 6: Fiscal Decentralisation

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Implement district composite budgeting system	<b>Key Activity 1</b> Set up a technical team to review pilot efforts implemented so far		x			MLGRD/MOF	In 2011 a National technical committee was set up which reviewed the pilot and came up with a road map for composite budget implementation	Fully implemented
	<b>Key Activity 2</b> Design district budget scope and format		x			MOF	Ministry of finance developed the scope and format for composite budget implementation for MMDAs	Fully implemented
	<b>Key Activity 3</b> Develop guidelines to implement composite budget		x			MOF	Guidelines for composite budget preparation has been developed annually since 2011	Fully implemented
	<b>Key Activity 4</b> Sensitise MMDAs on the guidelines		x	x		MOF	MMDAs are always sensitized on guidelines before budget preparation	Fully implemented
	<b>Key Activity 5</b> Develop implementation time table to upscale pilot initiatives		x			MOF	A road Map developed and is being followed	Fully implemented
	<b>Key Activity 6</b> Roll out to all MMDAs		x	x	x	MLGRD/MOF	Composite budget is now rolled out to all 216 MMDAs	Fully implemented
Facilitate identification and harnessing of alternative revenue sources with a view to improving local revenue generation	<b>Key Activity 1</b> Review revenue assignment arrangements	X				MOF	Consultant is hired and is to start the review in 2013  Consultancy is on-going to review and develop revenue management strategy. This will include revenue assignment arrangements. The study is completed but report is yet to be validated.	Partly implemented

	<b>Key Activity 2</b> Re-negotiate the transfer of ceded revenue to the Assemblies		x			MLGRD/NALAG	The activity is Cancelled. Ceded revenue was suspended following the introduction of the Common Fund	Not applicable
	<b>Key Activity 3</b> Undertake house-to-house numbering and street naming in all MMDAs in Ghana		x	x		MMDAs/Private consultants/LVB	This was completed after Presidential directive	Fully implemented
	<b>Key Activity 4</b> Undertake Primary Evaluation of Properties in all MMDAs in Ghana			x	x	MMDAs/Private Consultants/LVB	Not yet due	
	<b>Key Activity 5</b> Revalue Properties			x	x	MMDAs/Private Consultants/LVB	Not yet due	
	<b>Key Activity 6</b> Undertake vigorous campaign to ensure payment of property rates by SOEs			x		MMDAs		
	<b>Key Activity 7</b> Increase the threshold for borrowing by MMDAs		x			MLGRD/MOF	Provision has been revised in draft consolidated local government bill	Fully implemented
Facilitate revenue assignments so that the composition of revenues depend on the type of expenditure assignments at each level of government	<b>Key Activity 1</b> Disaggregate MMDAs Budgets based on functions assigned to MMDAs		x			MOF/Sector Ministries	Sector budgets are now disaggregated to the MMDAs based on the responsibilities assigned to them. The process started with Goods and services and assets expenditure. Now the compensation budget is also disaggregated. However a study on minimum affordable service delivery standards is also in the pipeline to arrive at a scientific formula for sharing the budget between the MDAs and the MMDAs	Fully implemented
	<b>Key Activity 2</b> Collate disaggregated funds on regional and district basis		x			MOF/Sector Ministries	Disaggregated funds are collated on district basis. Regional funds are not disaggregated because the regions continue to be a de-concentrated arm of central line ministries.	Fully implemented
	<b>Key Activity 3</b> Harmonise CG transfers (Items 1, 2, 3 and 4) to MMDAs		x			MoF/Sector Ministries	Transfers for items 2-3 (Goods and Service and Assets) for schedule 1 departments are sent	Partly implemented. Will be fully completed

							through the treasury to MMDAs.	when education and health and other departments come on board decentralized departments
	<b>Key Activity 4</b> Transfer district level funds under the direct control of MMDAs		x			MoF/Sector Ministries	Funds are sent direct to the districts. Efforts are being made by Ministry of Finance to have other funds like the road fund also transfer resources direct to MMDAs	Partially implemented. Will be fully completed when education and health come on board decentralised departments
Review and harmonise legislation on fiscal Decentralisation	<b>Key Activity 1</b> Review the laws on fiscal Decentralisation	x				MLGRD/MoF	Consultant charged to develop TORs for consultancy services  Being undertaken with GIFMIS Secretariat. Advert has been placed in the dailies. A consultant was recruited and work since completed	Fully implemented
	<b>Key Activity 2</b> Validate Report	x				MLGRD/MOF		Not yet
	<b>Key Activity 3</b> Implement recommendations	x	x	x	x	MLGRD/MOF		Not yet
Implement inter-fiscal governmental framework	<b>Key Activity 1</b> Set up Committee to review report on inter-governmental fiscal framework	x				MLGRD/MOF	Review of the IGFF was given on a consultancy assignment. The consultant has finished the review. The draft IGFF and its action plan have gone through several validations with various stakeholders. MoF is waiting to have the documents validated with relevant Parliamentary sub-committees before they are finalized and submitted to the IMCC. This has now been approved	Fully implemented
	<b>Key Activity 2</b> Develop strategy and implementation timetable	x	x	x	x	MLGRD/MOF	Action Plan completed but it going through validation tougher with the IGFF	Fully implemented
	<b>Key Activity 3</b> Implement strategy	X	x	x	x	MLGRD/MOF	Not yet	

**Action Area 7: Popular Participation and Accountability**

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Support extensive civic education programmes to raise awareness on issues of Decentralisation and on other development issues	<b>Key Activity 1</b> Develop citizens' education programmes on Decentralisation and other development issues	x				MLGRD/NCCE	Public education on social accountability and local participation in the governance processes held by the NCCE in partnership with key partners (GII) Social Auditing Clubs established in selected districts to track development plans	Partly implemented
	<b>Key Activity 2</b> Undertake citizens' education on their roles and responsibilities in Decentralisation and in decision-making	x	x	x	x	MLGRD/MMDAs/NCCE	Community Durbars and Focus Group Discussions held to promote citizens' participation in governance  District offices sensitised communities on Article 240 (Decentralisation) of the 1992 Constitution. NCCE District offices undertook community, and radio discussions on the roles of DCEs and MPs	Partly implemented
	<b>Key Activity 3</b> Organise periodic public fora and town hall meetings to provide opportunity for public officials and service providers to interact with citizens	X	x	x	x	MLGRD/MMDAs/NCCE	Social auditing platforms created for interaction between duty bearers and electorates  The NCCE also undertook Community engagements on Social Accountability	Partly implemented
Ensure adequate levels of funding to constitutional bodies such as the NCCE and CHRAJ to conduct education and sensitisation activities	<b>Key Activity 1</b> Decentralize the operations of CHRAJ to every district		x	x		CHRAJ/MOJ	10 Regional Offices and 96 District Offices have been opened throughout the country	Partly implemented
	<b>Key Activity 2</b> Provide logistics to NCCE and CHRAJ	X	x	x	x	MoF		
Promote the use of social auditing techniques by MMDAs to increase	<b>Key Activity 1</b> Organise training programmes on social		x			LGS/ILGS/NCCE/APRM	ILGS is currently hosting the Social Accountability Platform for Local	partly implemented

participation and strengthen local level accountability	auditing – conducting, preparing and presenting social audit reports for MMDAs						Governance in Ghana Performance Project. To this end, experience sharing platforms had been created with CSOs and the media on the Assessment of Local Authorities in the Implementation of the Decentralization Policy Framework and Action Plan.	
	<b>Key Activity 2</b> Establish and train a team of social audit committees (stakeholders) in all MMDAs		x			MMDAs/MLGRD/LGS/ILGS	Training materials developed	Partly implemented
	<b>Key Activity 3</b> Organise sensitization of the general public to increase awareness about the meaning, scope, purpose and objectives of social audit		x			NCCE/LGS/ILGS	Community engagements on social auditing held in collaboration with the GII  Local offices of NCCE across the country organised follow up community fora on the concept of Social Auditing	Partly implemented
	<b>Key Activity 4</b> Develop MMDA social audit and social accountability plans		x			MMDAs		
	<b>Key Activity 5</b> Implement plans		x	x	x	MMDAs		
Strengthen capacity of Assembly members to engage with their electorate on the district development agenda	<b>Key Activity 1</b> Set up a committee to review the size and reward system for Assembly members	X				MLGRD		
	<b>Key Activity 2</b> Validate committee report on proposals for the size and mechanisms for reward systems for Assembly members	X	x			MLGRD		
	<b>Key Activity 3</b> Implement recommendations from the committee report	X	x	x	x	MLGRD		
	<b>Key Activity 4</b> Organize relevant training programmes for Assembly members		x		x	MLGRD/ILGS	The Social Accountability Platform for Local Governance in Ghana Performance Project has undertaken various training programmes to strengthen capacities of MMDAs in	partly implemented

							engaging with their constituents and CSOs.	

**Action Area 8: Social Agenda**

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Develop and implement appropriate local frameworks/guidelines for youth training, employment and development generally	<b>Key Activity 1</b> Collaborate with MYS/MESW to develop frameworks for district level youth situation analysis, youth organizations and initiatives and needs assessment	x	x			MLGRD/MYS/MESW	Dissemination of the National Youth Policy facilitating the development of Youth Networks through the National Youth Indexing and Data Base Project	Partly implemented
	<b>Key Activity 2</b> Assist districts to undertake needs assessment and baseline surveys of youth organizations and initiatives	x	x			MLGRD/MYS/MESW	District Secretariats of the National Youth Authority currently conduct registration and certification of Youth Organisations in the districts  Registration and certification of youth organizations has been decentralized to the District Offices	Fully implemented
	<b>Key Activity 3</b> Review district level NYEP initiatives for lessons learned	x	x			MLGRD/MYS/MESW	NYEP has offices in 169 District and Sub-Metropolitan Districts across the country NYEP has fashioned itself to strengthen the operational and delivery capacities of staff with emphasis on regional and district programme offices  Currently GYEEDA has Offices in 197 Districts across the country.  GYEEDA Bill to be submitted to Cabinet by end of December 2014 to give legal status to the Agency	Fully implemented
	<b>Key Activity 4</b> Support the development of district youth strategies and		x			MYS/MLGRD	District Youth Coordinators as members of the Social Services Sub-Committees of the MMDAs play key roles	Fully implemented

	programmes (informed by national youth policy and situation analysis						in the implementation of the National Youth Policy and its activities as Technical Officers	
	<b>Key Activity 5</b> Implement district youth initiatives with flagship programmes in youth employment, training and social development		x	x	x	MYS/MLGRD	Not yet due but the various modules of the NYEP are fairly distributed among the districts across the country. The NYA through its Youth Leadership and Skills Training Institutes (YLSTIs) provide skills training for the youth and prepare them adequately for the job market. The Eleven (11) Leadership and Skills Training Institutes located in various districts of the country provide skills training for the Youth.	Fully implemented
Develop local level programmes with clear targets on establishing and maintaining facilities for child development (including community libraries, children's parks and complexes)	<b>Key Activity 1</b> Review status of district level implementation of requirements of the Children's Act including status of child panels	x	x			MGCSP	<ul style="list-style-type: none"> <li>The Children's Act continues to be the main legal instrument for child-related cases at the national, regional and district levels. There is continuous awareness raising, advocacy and public education to improve knowledge on the rights and protection needs of children</li> <li>Many MMDAs have established Child Panels</li> </ul>	Fully implemented
	<b>Key Activity 2</b> Build capacities of Assembly functionaries and members on child-friendly standards for districts, cities and municipalities		x			MGCSP/LGS/MLGRD	MGCSP through its Department of Children has consistently built capacities of MMDA officials on child-related issues, laws, policies, Conventions and Protocols	Partly implemented
	<b>Key Activity 3</b> Require Assemblies to develop programmes and action plans for supporting child development		x			ILGS/MGCSP/MLGRD	<ul style="list-style-type: none"> <li>MMDAs provided resources in support of child-focused projects at the district level (MGCSP)</li> <li>ILGS has developed training materials and generated action plans with some partner districts (ILGS)</li> </ul>	Partly implemented  Partly implemented

	<b>Key Activity 4</b> Promote public-private-civic partnerships, including social corporate responsibilities for implementing local child development programmes		x	x		ILGS/MGCSP/MLGRD	MGCSP through its Department of Children collaborated and partnered with the private sector and NGOs/CSOs/CBOs and FBOs as well as the media and chiefs and traditional authorities to promote children's rights	Partly implemented
Reduce incidence of parental neglect at the district level	<b>Key Activity 1</b> Undertake situation analysis of children's circumstances at the district level		x			MGCSP/MLGRD	UNICEF and MGCSP carried out a nationwide situational analysis of Ghanaian Women and Children in 2010. The Report was launched in October 2011	Fully implemented
	<b>Key Activity 2</b> Undertake public education on child rights, child protection, parental responsibilities, care and supervision		x	x		MGCSP/MLGRD	Public education on child rights, child protection, parental responsibilities, care and supervision were carried out regularly by MGCSP/DOC at national, regional and district levels	Partly implemented
	<b>Key Activity 3</b> Initiate the enactment and enforcement of appropriate bye laws and deterrents to reduce parental neglect and lack of child supervision			x		MGCSP/MLGRD	Many MMDAs have initiated and enforce bye-laws to deter and punish parental neglect and lack of supervision and maintenance	Partly implemented
	<b>Key Activity 4</b> Foster collaboration between child rights organizations and coalitions and DAs	x	x	x	x	MGCSP/MLGRD	Strong collaboration exists between child rights organizations, coalitions and MMDAs. All child rights NGOs/CBOs operating in the districts have been registered by the MMDAs and are monitored by the MMDAs	Partly implemented
	<b>Key Activity 5</b> Capacitate district Departments of Social Welfare, Community Department and relevant agencies to monitor observance of child rights and availability of legal aid		x	x		MGCSP/MLGRD/LGS/AG's Department	The DOC of the MGCSP is not decentralized at the district level	Not implemented
Promote gender responsive planning and budgeting at the district level	<b>Key Activity 1</b> Undertake gender analysis and awareness-raising programmes at the district and regional levels	x	x	x		MGCSP/MLGRD/ILGS	MGCSP is currently running categories of gender analysis and awareness-raising programmes at the district and regional levels.  ILGS in collaboration with the Gender, Children and Social Protection's Gender	Partly implemented

							Responsive Skills and Community Development Project (GRSCDP) developed a manual and trained Gender Desk Officers of MMDAs.	
	<b>Key Activity 2</b> Organise appropriate capacity and skills building in gender planning and budgeting for DPCU and RPCU members		x	x		MGCSP/MLGRD/ILGS	224 staff of DPCUs and 24 staff of RPCUs (including Gender Desk Officers) trained to mainstream Gender into their respective MDTPs.  ILGS organised training for DPCU and RPCUs in the three northern regions, under DWAP aimed at promoting gender sensitive assessment of decentralized development processes including planning and budgeting processes	Fully implemented
	<b>Key Activity 3</b> Develop guidelines and tools for gender planning and gender budgeting for use by DPCU and RPCU		x			MGCSP/MLGRD	Developed and printed a toolkit and manual on promoting gender sensitive assessment of decentralized development processes for DPCUs and RPCUs	Partly implemented
	<b>Key Activity 4</b> Provide technical and material support to gender desk officers of MMDAs and RCCs to backstop the gender planning and budgeting processes		x			MGCSP/MLGRD		Partly implemented
	<b>Key Activity 5</b> Identify appropriate indicators for gender budgeting, planning and programming for inclusion in FOAT and other performance measures		x			MGCSP/MLGRD	Curriculum developed in gender analysis, gender statistical data collection, gender planning, budgeting, monitoring and evaluation for gender training to mainstream gender at both centralized and decentralized governance levels  Indicators developed in the sector's M&E Plan to systematically measure progress on gender programmes and projects	Fully implemented

Promote women's participation in local governance and ensure a critical mass of women in Assembly administration	<b>Key Activity 1</b> Undertake relevant and continued public education on local governance arrangements and women's participation	x	x	x	x	MGCSP/MLGRD/NCCE	Focus Group Discussions and Community/Team meetings held in selected districts (NCCE)  Capacity of 500 women aspirants were built on the MMDA system and leadership skills in all 10 regions (MGCSP) Campaign to sensitise the general public on the need to vote for women aspirants in their constituencies into the MMDA  NCCE offices undertook community engagements on enhancing women's participation in local government	Partly implemented
	<b>Key Activity 2</b> Engage with women's rights organizations to identify interventions to facilitate participation of women in local governance	x	x	x	x	MGCSP/MLGRD	MGCSP collaborated with CSOs in the area of Gender Equality and Women's Empowerment to identify interventions to facilitate women's participation in decision-making positions	Partly implemented
	<b>Key Activity 3</b> Develop policy guidelines for affirmative action in the appointment of women to Assemblies, district structures, district administration and departments	x				MGCSP/MLGRD	Two dialogue sessions were held with the leadership of political parties and CSOs to feature females in key positions and recommendations made to develop an Affirmative Action Bill to guide political parties and the Government	Partly implemented
	<b>Key Activity 4</b> Develop and include appropriate indicators for measuring progress on women's participation in governance in FOAT and other performance measures	x				MGCSP/LGS/ILGS	Women participation in development agenda of MMDAs and MDAs are being measured with the aid of the Tracking Tool for assessing progress in decentralisation.	Fully implemented
	<b>Key Activity 5</b> Establish district level funding for training and capacity building for young women and girls in					MLGRD/DPs/MGCSP/MMDAs		Fully implemented Partly implemented

	governance in collaboration with gender-oriented and women's rights NGOs							
Intensify public education on HIV/AIDS management	<b>Key Activity 1</b> Undertake public education and awareness-raising with identifiable groups on HIV/AIDS related care and support	x	x	x	x	NCCE/AIDs Commission/GHS		
	<b>Key Activity 2</b> Undertake public education with identifiable groups on voluntary counselling and testing (VCT) initiatives	x	x	x	x	NCCE/AIDs Commission/GHS	This activity is ongoing activity as stated for activity two above.  Lack of funds impeded the implementation of this activity  Every HIV and AIDS activity includes education on testing and counselling (TC)The 'Know Your Status' Campaign launched a year ago provided the opportunity for most people to know their HIV status	
Develop local level strategies and plans on disability in line with the requirements of the disability law	<b>Key Activity 1</b> Undertake public education with relevant institutions, stakeholders and identifiable groupings on disability law	x	x	x	x	MESW/National Disability Council	NCPD not involved in implementation Inadequate funding. NCPD apparently not yet recognised or acknowledged as Government Spokesperson on Disability issues despite provisions of Disability Act. Marginalisation of NCPD mirrors that of the 20% of population with Disability.	
	<b>Key Activity 2</b> Develop district level strategies through assessment of extent of compliance with disability law and identification of outstanding obligations		x			MESW/National Disability Council	NCPD not involved in implementation  Compliance with Law addresses Social Neglect <b>Symptoms</b> . <b>National</b> strategy required to address root <b>Causes (BELIEFS)</b> . Local action requires local presence; so far denied through lack of resource provision. ⊘4k not adequate to equip 180 district and regional capital offices.	

	<b>Key Activity 3</b> Enact appropriate bye-laws to sanction parental neglect of disabled children and social concerns (street begging by disabled children)		x	x	x	MMDAs/MLGRD	NCPD not involved in implementation	
	<b>Key Activity 4</b> Review, institute and enforce building regulations and codes in conformity with disability law		x	x	x	MLGRD/MWH	Building Code and Regulations being amended in consultation with NCPD  Disability law does not specify building codes and regulations; still under development in consultation with GSPD (Gh.Soc.4.Physically Disabled), Architects and Standards Board.	Partly implemented
	<b>Key Activity 5</b> Develop guidelines for managing dedicated funds for disability issues		x	x	x	MMESW/National Disability Council	Guidelines provide for 2% of DACF to be utilised on PWDs Currently only 2% DACF set-aside for 20% already-disadvantaged population; compares with 1½% for AIDS population of 3%. More funds desperately needed	Partly implemented
	<b>Key Activity 6</b> Provide funding and logistics to Social Welfare Departments of MMDAs		x	x	x	MLGRD/MESW	NCPD does not benefit from such funding	
Develop local ageing programme guidelines from the national ageing policy	<b>Key Activity 1</b> Undertake situation analysis and baseline study of the aged at the district level	x				MESW/MLGRD		
	<b>Key Activity 2</b> Conduct consultations with key stakeholders on interventions to support the aged in the district		x			MESW/MLGRD		
	<b>Key Activity 3</b> Conduct consultations at the district level to consider appropriate adaptations to national aging policy		x			MESW/MLGRD		
	<b>Key Activity 4</b> Identify and implement flagship interventions to support the aged at the district level			x		MESW/MLGRD		

Develop programmes to sponsor and retain health personnel	<b>Key Activity 1</b> Identify district level requirements/establishment levels for health personnel (health assistants, midwives, and community health nurses for the locality)	x				GHS/LGS	The staffing norm for the various levels is under review. A tool for establishing the norms have been developed and tested.	
	<b>Key Activity 2</b> Identify and raise funds for sponsoring health personnel	x	x	x	x	GHS/LGS/MOF	MoH with the support of its Development partners has funds (Dwindling) for sponsoring health personnel.  New innovative ways of raising additional funds for sponsoring health personnel will be considered by the decentralisation working group. The MOH/GHS finance the pre-service & postbasic training of health personnel for the district level.	
	<b>Key Activity 3</b> Develop guidelines for allocation of sponsorship and retention of beneficiaries					GHS/LGS/MOF	Guidelines for awarding fellowship exist Funds allocated annually for fellowship Guidelines need to be reviewed in line with the decentralisation programme most of the health training institutions are regionally based and they to retain 70%of those who complete their training	
Intensify public education on health issues including maternal and child health care	<b>Key Activity 1</b> Increase frequency of health outreach programmes in collaboration with district health directorate, private service providers and NGOs	x	x	x	x	MOH/MLGRD	With the production of a critical mass of Community Health Nurses as CHOs, emphasis has shifted from outreach to community-based programmes. CHOs are being posted to Units which are now coterminous with electoral areas to provide preventive, promotional treatment for minor ailments  Awareness creation on socio –cultural barriers on going, through radio discussions, community	Partly implemented

							durbars, Engagement and orientation meetings for traditional leaders 4 regions have developed IEC materials and translated into various languages as part of the MDG Acceleration Framework (MAF) implementation.	
	<b>Key Activity 2</b> Strengthen capacities of district environmental health offices	x	x	x	x	GHS	Not systematically started but in some districts the district health administration in collaboration with the Better Management Services Ltd provide training for the NGO staff together with the Environmental Health Officers	
	<b>Key Activity 3</b> Review organization of annual maternal and child health week to integrate activities of district departments, NGOs and CBOs	x				GHS	This activity has been integrated into the regional and district MAF plans for which funds have been allocated  Various departments at the district levels are involved in the planning and implementation  The guidelines for the organisation of maternal and child health week requires the engagement of other mdas in the district, ngos and cbos but the extent to which this is done varies from district to district. one problem has been inadequate funding and other mdas see it as a health activity and therefore expects ghs to provide the funds	
Collate and share lessons from Poverty reduction initiatives for capacity building for Assemblies	<b>Key Activity 1</b> Organize consultative forum on poverty reduction and pro-poor initiatives to collate lessons learned and implications for capacity building		x		x	MLGRD/ILGS	Regional and sub-zonal consultation undertaken in relation to mapping exercise	Partly implemented
	<b>Key Activity 2</b> Establish database for collation and update of poverty reduction interventions and lessons learned		x			ILGS	School feeding as a social protection intervention	Partly implemented

	<b>Key Activity 3</b> Develop training modules and materials for relevant courses for Assembly functionaries	x				ILGS	ILGS/LGS have developed a Continuous Professional Development Programme for staff of the LGS. There is a two-year comprehensive training programme targeting assembly members and political actors of MMDAs.	
	<b>Key Activity 4</b> Deliver sequenced training for various categories of Assembly functionaries	x	x	x	x	ILGS	Training Plan with budget available but there is no readily secured funding source for its implementation.	Partly implemented
	<b>Key Activity 5</b> Establish and review performance monitoring systems for pro-poor development initiatives by districts	x		x		NDPC/MLGRD/MOF		
Develop and implement local poverty reduction initiatives targeted at the most vulnerable groups	<b>Key Activity 1</b> Initiate a model poverty reduction initiative for identifiable vulnerable groups in each district		x	x		MLGRD/MOF/MOTI		
	<b>Key Activity 2</b> Monitor poverty reduction programmes for performance and lessons learned on district level basis			x		NDPC/MLGRD		
	<b>Key Activity 3</b> Organize annual experience-sharing for a to review lessons and performance on poverty reduction and pro-poor initiatives to collate learning and implications for policy development			x	x	MLGRD/ILGS		
Promote the recording of births and deaths as a right	<b>Key Activity 1</b> Undertake public education on recording of births and deaths as a citizen's right to be recognized as an individual	x	x	x	x	MLGRD		
	<b>Key Activity 2</b> Ensure the establishment of birth registration centres at every district hospital		x			MLGRD/MOH	Not yet due but it must be explained that birth registration centres exist in all hospitals.	Partly implemented
	<b>Key Activity 3</b> Build capacities of UCs, traditional birth attendants (TBAs) and local government structures to undertake or facilitate recording of births including provision of requisite facilities and resources		x	x		GHS/MOH/MLGRD	Not yet due but it must be explained that the CHPS programme is being reviewed to enhance the capabilities and competencies to provide service indicated under this activity	Partly implemented

Enhance public awareness of citizens' rights and available resources and channels for redress	<b>Key Activity 1</b> Undertake regular public education on citizens' rights and available resources, institutions and channels for redress	x	x	x	x	NCCE	Workshop for Social Auditing Club members held in selected districts  NCCE offices across the country engaged several identifiable groups through public fora and radio discussions on functions of institutions of state eg. CHRAJ, NMC, EOCO, and the Judiciary  NCCE successfully engaged over one million two hundred thousand (1,200,000) pupils in more than 4,000 Basic schools across the country on the rights, duties and responsibilities of good citizens during the 2013 Citizenship Week in schools.	Partly implemented
	<b>Key Activity 2</b> Undertake capacity building for district level functionaries and district based CBOs and NGOs on rights-based and pro-poor development approaches	x	x	x	x	ILGS/LGS	Ongoing activities in collaboration with LOGNET, LOGODEP and other partners	Fully implemented
	<b>Key Activity 3</b> Undertake capacity building of service providers and technical/professional staff in relation to client/patient/consumer charters developed in the public sector	x	x	x	x	MPSR		
	<b>Key Activity 4</b> Develop plans and strategies for regular support to relevant rights-support agencies at the district level (including Department of Community Development and Social Welfare, Legal Aid, CHRAJ and DOVVSU)		x			MLGRD/MESW/AG's Department/Ministry of Interior		
	<b>Key Activity 5</b> Institute annual conference to share lessons learned on rights awareness promotion and achievement of rights-based and social development		x	x	x	NCCE/ILGS/MLGRD	Not yet due but preparations ongoing and lessons being collated  Lack of funding impeded implementation	Partly implemented

**Action Area 9: Involvement of Non-State Actors in Local Governance**

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Develop a framework to clarify the roles and relationships of traditional authorities and civil society with DAs to ensure that their potentials are tapped in district development	<b>Key Activity 1</b> Formulate guidelines on roles and relationships of traditional authorities and civil society with DAs	x				MLGRD/MCC	Guidelines on roles and relationships of traditional authorities and civil society with DAs developed with support by ILGS	Fully implemented
	<b>Key Activity 2</b> Sensitize MMDAs, traditional authorities and general public on the guidelines	x	x			MLGRD/MCC	Sensitization started through zonal events and on-going	Partly implemented
	<b>Key Activity 3</b> Institute monitoring mechanisms to ensure guidelines are being followed		x	x	x	MLGRD/MCC		
Institutionalize formal avenues/platforms of engagement for traditional authorities and civil society in MMDA activities	<b>Key Activity 1</b> Set up technical team to review and identify best practices from various platforms under different interventions		x			MLGRD/MCTA	ILGS' Social Accountability Platform for Local Governance in Ghana Performance Project also supports platforms for experience sharing with CSOs and the media on the Assessment of the Performance of MMDAs in the Implementation of the Decentralization Policy Framework and Action Plan.	
	<b>Key Activity 2</b> Develop guidelines, modalities for conduct of such meetings		x			MLGRD/MCTA		
	<b>Key Activity 3</b> Sensitize MMDAs, traditional authorities, CSOs on the guidelines		x	x		MLGRD/MCTA		
	<b>Key Activity 4</b> Institute monitoring mechanisms to ensure guidelines are being followed			x	x	MLGRD/MCTA		
Streamline, coordinate activities of CSOs with DA activities to ensure that CSO activities are properly integrated into the district development agenda	<b>Key Activity 1</b> Set up a CSO/NGO desk in all MMDAs	x				MMDAs		
	<b>Key Activity 2</b>		x			MMDAs/NALAG		

	Advocate registration of CSOs/CBOs/NGOs under the Assembly to facilitate coordination of their activities							
	<b>Key Activity 3</b> Strengthen capacity of existing civic unions (network of CSOs) and upscale into all districts			x	x	Others		
	<b>Key Activity 4</b> Institutionalize periodic meetings between Civic Unions and DAs to strengthen collaboration			x	x	MMDAs		
Develop modalities for effective consultation with traditional authorities and other interest groups in appointing the 30% membership of the Assembly and other appointments to sub-district structures	<b>Key Activity 1</b> Develop guidelines for consultation with interest groups in appointing the 30% membership of the Assembly	x				MLGRD		
	<b>Key Activity 2</b> Sensitize the traditional authorities, civil society and other interest groups on the guidelines to promote transparency in the appointments	x				MLGRD		

#### Action Area 10: Institutional Arrangements for Policy Coordination

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies	Progress Report	Assessment
Establish the Inter-Ministerial Coordinating Committee (IMCC)	<b>Key Activity 1</b> Liaise with the Presidency on inauguration of the IMCC and appointment of members	x				MLGRD/Cabinet	The IMCC also has the PMMF to assess progress with the decentralisation policy  ILGS with support from UNDP has developed a Tracking Tool for assessing Progress of Decentralisation in Ghana. This instrument recognizes existing tools including the PMMF used by the IMCC to monitor the NDAP, and also tracks impact of decentralisation on ordinary people as well as the	Fully implemented

							support for decentralisation provided by national level institutions and actors	
	<b>Key Activity 2</b> Undertake sensitization on the role of IMCC with stakeholders/actors in Decentralisation	x	x			MLGRD/IMCC	Tracking Tool has been piloted in selected MMDAs in all 10 Regions of Ghana as well as some pilot national level institutions. Data collection on-going and when analysed, should lead to the construction of a Decentralisation Progress Index (DPI) for Ghana. It also serves as a baseline data for upscaling in subsequent years.	Fully implemented
	<b>Key Activity 3</b> Undertake public education on the role of IMCC and relationship with other stakeholders/actors in Decentralisation	x	x	x		MLGRD/IMCC/LGS/ILGS	The determination of a DPI under the Tracking Tool, provides both quantitative and qualitative indices and constitutes the basis for the publication and dissemination of the annual state of decentralisation report as envisaged and it will be disseminated in 2014	Fully implemented
Establish Secretariat to support the IMCC	<b>Key Activity 1</b> Identify location for Secretariat and assemble relevant documentation and resources for functioning of the IMCC	X				MLGRD		Fully implemented
	<b>Key Activity 2</b> Identify and appoint human resources support requirements for IMCC Secretariat	x				MLGRD/IMCC/PSC		Fully implemented
	<b>Key Activity 3</b> Develop operational manual and annual works plans for IMCC	x	x	x	x	IMCC/IMCC Secretariat		Fully implemented
	<b>Key Activity 4</b> Initiate work of the IMCC (Action Area 1)	x				IMCC/IMCC Secretariat		Fully implemented
	<b>Key Activity 5</b> Organise bi-annual consultative sessions with key agencies in Decentralisation and local governance	x	x	x	x	IMCC/MLGRD	Consultation with various Ministries and CSOs  Planned further consultations with traditional authorities and other local actors	On-going
Implement proposals for ministerial re-alignment	<b>Key Activity 1</b>	x				IMCC/LGS/OHCS	Commissioned	On-going

	Review and update proposals for ministerial re-alignment (see Action Area 1)							
	<b>Key Activity 2</b> Implement workplan for ministerial re-alignment (see Action Area 1)	x				IMCC/LGS/OHCS	Dependent on outcome of Key Activity 1	
Develop and implement indicators to monitor Decentralisation implementation	<b>Key Activity 1</b> Review existing performance management measures and indicators for adequacy (including FOAT, APRM and NGO Frameworks ), lessons learned and potential for consolidation	x		x		IMCC/MLGRD/LGS/ILGS	This was completed and report produced	Fully implemented
	<b>Key Activity 2</b> Apply consolidated monitoring and evaluation framework	x	x	x	x	IMCC/MLGRD/LGS/ILGS	Validation on PAF was undertaken	Fully Implemented
	<b>Key Activity 3</b> Develop and disseminate annual state of Decentralisation report	x	x	x	x	IMCC/MLGRD/LGS/ILGS	ILGS developing "State of Local Democracy and Social Accountability Report"  IMCC in collaboration with DP's carried out a joint decentralisation annual review mission and published a report  Also, the IMCC and the EU undertook a joint review of performance under the sector support agreement.  Further, the IMCC publishes an annual progress report on the implementation of decentralisation.	Fully implemented



