GOVERNMENT OF GHANA

MINISTRY OF LOCAL GOVERNMENT AND RURAL DEVELOPMENT

GHANA NATIONAL DECENTRALIZATION ACTION PLAN

THEME: Accelerating Decentralization and Local Governance for National Development

JUNE, 2010

1. Introduction

Ghana's decentralization 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".

It is intended that the policy will be implemented through a series of four-year national decentralization action plans till the envisaged end of devolution is achieved. This document, the Second National Decentralization Action Plan is based on the priorities of the policy and covers the period, August, 2010 to July, 2014. The next section highlights the key issues in the policy.

2. The Draft Decentralization Policy Framework: Accelerating Decentralization and Local Governance for National Development

The policy document takes cognizance of various international and national commitments as well as ongoing programmes in decentralization and local governance. It draws its guiding principles from Articles 240 (1).

Conceptually, the policy document clarifies "decentralization" and what it means at different levels of governance. At the national level, ministerial restructuring and restriction of functions to policy making, planning evaluation and monitoring is proposed. At the regional level, de-concentration where the departments operate as extensions of national level MDAs and coordinate and harmonize the plans and programmes of the assemblies is envisaged. The district level of governance is one of devolution where assemblies are empowered as legislative, administrative, development planning, budgeting, rating and service delivery authorities. They should have clearly defined functions, own their budgets, have structures to promote and enhance probity, accountability and transparency, manage their resources and adequate capacities to deliver on their mandates.

Decentralization at the level of the sub-district structures would be delegation; they would take decisions based on the functions and powers conferred on them by law and delegated to them by the assemblies but would not take responsibility for those decisions.

The policy envisions that assembly system should facilitate local level democracy through active participation of the people. The system should foster local level development resulting in the provision of the required economic and social infrastructure. The assembly system should deliver municipal services such as basic education, primary health care, environmental hygiene, municipal transport, waste management, market management, lorry parks administration and settlement planning. The policy seeks to ensure that there is equilibrium between the functions that are transferred to the assemblies and the decentralized fiscal transfers that are made available to them by way of the DACF and inter-governmental fiscal transfers.

The decentralization policy envisages joint performance of certain functions by the assemblies and the private sector such as waste management, revenue mobilization and infrastructure management. It also seeks to position assemblies to provide an enabling environment for local level private sector operations. An important part of the policy is the support of local economic development (LED). The policy also prioritizes a strong and extensive social agenda taking on board the issues of education, health, water and sanitation, women's rights and gender issues, children's issues, young people's issues, disability issues, people living with HIV/AIDS, human rights observance and poverty reduction interventions.

The policy also recognizes the importance of capacity building considering the term to include human resource development, organizational and institutional development, logistics, resources, adequate incentives and change management. In this regard, the policy positions MLGRD as responsible for policy direction, the LGS as the demand institution and ILGS charged with delivery.

3. Policy and Plan Objectives

The 2010 national policy framework is intended to accelerate the decentralization effort towards the ends envisaged in the Fourth Republican Constitution and to give the process the clarity and consistency and certainty required to promote local level governance and development. This plan is guided by that goal and the following policy objectives:

i. To clarify the status, roles and relationships between levels of government and different actors to strengthen their participation in and contribution to local governance;

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

iii. To strengthen the capacity for, coordination and implementation of spatial, physical and development planning at the local level and its integration with budgeting and the national agenda, generally;

iv. To facilitate economic growth, employment and income generation in order to promote household welfare and alleviate poverty;

v. To improve funding and financial management of MMDAs;

vi. To promote local democracy, participation and accountability through strong and more viable stakeholder involvement in local governance;

vii. To promote a rights-based orientation to local level development, ensuring equitable access to public resources and inclusiveness in decision-making;

viii. 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;

ix. To streamline, harmonize and coordinate development partner interventions to ensure optimal use of donor resources for local level development;

x. To facilitate effective policy coordination and collaboration for smooth devolution of political, administrative and financial authority from the centre to the assemblies.

4. Plan Action Areas and Framework

In the light of the above objectives, there are ten (10) priority action areas in the second national decentralization action plan. They are:

1. Political decentralization and legal reforms;
2. Administrative decentralization;
3. Decentralized development planning;
4. Spatial planning;
5. Local economic development;
6. Fiscal decentralization;
7. Popular participation and accountability;
8. The social agenda;
9. Involvement of non-state actors in local governance; and
10. Institutional arrangements for policy coordination.

Having been developed from inputs generated on a non-partisan basis, the policy is intended to provide national direction and progress to Ghana's decentralization effort. The second plan must provide continuity irrespective of the government in power. The plan will be implemented from August 2010 to July, 2014.

Each of the ten (10) priority action areas is linked to one of the policy objectives. Under each of the action areas, there are four (4) aspects:

a) The policy measures: these are the policy measures identified under each of the ten (10) policy objectives in the main policy framework

b) Key activities: these are the minimum tasks to be undertaken in that particular action area to realize the identified policy measures and eventually, the policy objective. The plan recognizes that there are other, earlier, related initiatives being undertaken under various programmes and projects in the local government sector and in other sectoral and partner relations with the assemblies. Those identified here are intended to complement those ongoing activities as well initiate other relevant interventions.

c) The time frame Year 1 (August 2010 to July 2011); Year 2 (August 2011 to July 2012), Year 3 (August, 2012 to July 2013) and Year 4 (August 2013 to July 2014).

d) Responsible Agencies: The organizations with primary or lead responsibility for ensuring implementation of these activities are presented in this column. The secondary stakeholders will be drawn from the parties in the implementation framework outlined in the policy document.

5. Provisions for Monitoring and Evaluation

Plan implementation will be monitored and evaluated by various agencies under the auspices of the Inter-Ministerial Coordinating Committee (IMCC). The Ministry of Local Government and Rural Development (MLGRD) as the lead central management agency (CMA) will coordinate the preparation of annual programmes with targets and assigned responsibilities for plan implementation with other implementing agencies. The Ministry will also be responsible to the IMCC for collating monitoring reports on programme performance based on the national framework of indicators and common assessment structure that will be developed by the Committee.

An annual decentralization implementation review meeting will be organized on key policy areas by MLGRD with technical support from the Institute of Local Government Studies (ILGS). This meeting will accommodate other existing performance management frameworks such as the functional organizational assessment tool (FOAT), the district governance citizens' report checklist administered under the African Peer Review Mechanism (APRM), results collated by the National Development Planning Commission (NDPC) and assessment efforts by NGOs and CSOs. The results will be widely disseminated, through electronic and other means.

Action Area 1: POLITICAL DECENTRALIZATION AND LEGAL REFORMS

Policy Objective: To clarify the status, roles and relationships between levels of government and the different actors and strengthen their participation and contribution to local governance

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agencies
Clarify and coordinate the roles, functions and relationships between different sectors and levels of government in the decentralization process	Review proposals of the MLGRD/OHCS" Road Map" Committee and clarification of regional responsibilities vis a vis other levels of government	X				IMCC/MLGRD/LGS/OHCS
	Develop time-table for implementing proposals for ministerial restructuring and strengthening the region	X				IMCC/MLGRD/LGS/OHCS
	Undertake extensive sensitization on requirements for ministerial restructuring and regional strengthening requirements	X	X			IMCC/MLGRD/LGS/OHCS
	Implement revised time-table for ministerial restructuring and regional strengthening requirements		X	X		IMCC/MLGRD/LGS
	Review implementation of ministerial restructuring and regional strengthening processes			X	X	IMCC/MLGRD/LGS/ILGS
Formulate appropriate guidelines to regulate relationships between the DCE, PM and MP	Collate inputs from the review process and other literature on de facto roles played by CEs, PMs and MPs and areas of potential conflict vis a vis existing legal provisions and administrative guidelines	X				MLGRD/ILGS/ Parliament
	Develop guidelines clarifying and elaborating roles and responsibilities and relationships and outlining conflict resolution mechanisms	X		X		MLGRD/ILGS/ Parliament
	Disseminate guidelines to all stakeholders and provide public education to relevant parties		X			MLGRD/LGS/ILGS
	Adopt guidelines		X			MLGRD/ILGS
	Conduct periodic review of the implementation guidelines through rapid field appraisals	X	X	X	X	MLGRD/ILGS
Review the processes for the selection of DCEs for further transparency, citizens' participation, accountability and effective devolution of power;	Develop guidelines for the selection and appointment of DCEs	X				MLGRD
	Subject guidelines to public consultation and education	X				MLGRD
	Implement provisions in the guidelines and monitor implementation		X			MLGRD

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agencies
Review the representation of the membership of the assembly and sub-district structures to ensure the effective representation of interest groups such as traditional authorities, civil society and disadvantaged excluded and marginalized groups;	Develop guidelines on the selection of appointed members detailing mechanisms for interest group consultation and citizens' input in the process	X				MLGRD
	Undertake public education on new guidelines	X	X			MLGRD/NCCE/ILGS
	Implement action on appointed members for new assembly membership in 2010	X				MLGRD
	Initiate legislative review of Act 462 and other relevant guidelines to formalize provisions for inclusion of identifiable interest groups and traditional authorities		X	X		MLGRD
	Monitor the efficacy of new arrangements		X	X	X	MLGRD
Review and strengthen the sub-district structures to facilitate the active involvement of citizens in decision making;	Review the size and numbers of sub-district structures	X				MLGRD
	Organize capacity building programmes for Unit Committee members and Assembly persons	X	X	X	X	ILGS/LGS
	Enforce provision for revenue allocation to sub-district structures by MMDAs		X	X	X	MLGRD
	Regularize remuneration for sub-district structures		X			MLGRD
	Establish performance appraisal for sub-district structures		X	X	X	LGS/MLGRD
Strengthen capacity of assembly members to enable them perform their functions effectively and also make them responsive to their electorate;	Establish committee to review incentive packages for Assembly members		X			MLGRD
	Validate report and implement recommendations			X	X	MLGRD
	Organize orientation and annual training programs for Assembly Members	X	X	X	X	MLGRD/ILGS
Strengthen the legal, financial and technical bases of the regions to facilitate their monitoring, technical backstopping and	Review and elaborate the role of RCC as a de-concentrated level of government vis a vis central and local government	X				MLGRD/LGS
	Review Act 462 to reflect clarified roles and resources of the regional level	X				MLGRD

coordination roles;	Organize rapid consultations with Parliament, Cabinet, RCCs and key stakeholders on the development of a draft bill for regional government and regional coordinating councils	X	X			MLGRD
	Present draft bill to Cabinet and Parliament for passage		X			MLGRD
	Sensitize stakeholders on provisions of the new Region Act		X	X		MLGRD/ILGS
	Provide appropriate logistics and financial support for the operationalization of provisions of the Region Act		X	X	X	MLGRD/MoFEP
Review and harmonize existing multiple (and conflicting) legislations in the sector;	Review Act 462 (taking earlier proposals for legal review into account)	X				MLGRD/AG's department
	Review legislation on new sector agencies that conflict with decentralization laws (health, education, fire, forestry etc)	X	X			MLGRD/AG's department
	Review financial management legislation (including FAA, IAA, PPA and Appropriation Act) for suitability/applicability for local government context	X	X	X		MLGRD/AG's department
	Enact new act to reflect devolution intent of decentralization and local governance	X	X			MLGRD/AG's department
	Continue public education and awareness-raising on revised Act 462, LI1961 and revised LI1589	X	X	X	X	MLGRD/ LGS/NCCE/ AG's Department
	Monitor implementation of LI 1961, LI1589 and other legislative innovations for the implications for operationalization, change management and consistency with other legislations pertinent to decentralization and local governance	X	X	X	X	MLGRD/ LGS/ILGS
Set up an independent district demarcation commission to recommend the creation of new districts and regions to parliament.	Review and demarcate current boundaries of MMDAs			X		MLGRD
	Document legal boundaries and review LIs of affected MMDAs			X		MLGRD
	Undertake public education on legal boundaries and sensitize all MMDAs and other stakeholders			X		MLGRD

ACTION AREA 2: ADMINISTRATIVE DECENTRALIZATION

Policy Objective: To improve the administrative and human resource capacity of the MMDAs and other local government stakeholders to ensure quality service delivery

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agencies
Facilitate restructuring of the public administration system for effective local governance	Review proposed modalities for ministerial re-alignment (see	X				MLGRD
	Assign roles and responsibilities	X				MLGRD
	Transfer staff and assets	X	X			MLGRD/LGS
	Undertake change management Sessions for affected MDAs and MMDAs		X			LGS/ILGS
Ensure an effective integration of sectoral programmes and assets into the District Assemblies to facilitate coordinated development through the establishment of district departments	Formulate guidelines for integrating decentralized department into MMDAs	X				MLGRD/LGS
	Implement the transfer of staff	X				MLGRD
	Appoint District Coordinating Directors and other Heads of Departments	X	X			LGS
	Harmonize sectoral plans and programmes into the MTDPs of the DAs including funding sources	X	X			MMDAs/NDPC/MoFEP
Provide physical infrastructure for the newly established district Assemblies;	Provide office accommodation for new MMDAs	X				MLGRD
	Provide residential accommodation for new MMDAs				X	MLGRD
	Provide basic logistics and equipment for MMDAs	X	X			MLGRD

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agencies
Strengthen the Local Government Service to provide the necessary human resource needed to form a dedicated bureaucracy at the district level;	Develop Human Resource Policy of the LGS	X				LGS
	Develop Human Resource Policy Implementation Plan	X				LGS
	Implement Human Resource Development Plan of the LGSS	X	X	X	X	LGS
	Assess the capacity needs of the staff of the LGSS	X				LGS
	Develop capacity building plan for short, medium and long terms	X				LGS
	Implement capacity building plan	X	X	X	X	LGS
	Expand office accommodation for the LGS		X	X		MLGRD/LGS
	Provide basic logistics and equipment for LGS	X	X	X	X	MLGRD/LGS
Strengthen the Institute of Local Government Studies (ILGS) to perform its statutory role of training practitioners and policy makers for the local government sector;	Assess capacity needs of the ILGS	X				ILGS
	Develop capacity building plans for the short, medium and long term for ILGS	X	X			ILGS/MLGRD
	Implement capacity building plan for ILGS	X	X	X	X	ILGS/MLGRD
	Secure adequate funding for the ILGS	X	X	X	X	MLGRD/MoFEP
	Expand physical infrastructure ILGS	X	X	X	X	MLGRD/MoFEP
	Complete accreditation processes	X	X			ILGS/MLGRD
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.	Appoint Human Resource Directors for MMDAs	X	X			LGS
	Assist MMDAs to prepare Human Resource Plans	X	X			LGS
	Implement Human Resource Plans	X	X	X	X	LGS

ACTION AREA 3: DECENTRALIZED DEVELOPMENT PLANNING AND BUDGETING

Policy Objective: 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.

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agencies
Review the planning system act with a view to redefining the role of the Regional Coordinating Councils with a view to providing them with adequate regional planning responsibilities	Set up technical committee to review Planning Systems Act	X	X			NDPC/MLGRD/LAP
	Validate Report		X			NDPC/MLGRD/LAP
	Draft new bill based on Revisions		X			NDPC/MLGRD/LAP
	Seek approval from cabinet and parliament		X			NDPC/MLGRD/LAP
	Publicize provisions in the new Act		X	X		NDPC/MLGRD/LAP
Increase resource availability to Assemblies in order to allow DAs implement their own priorities in the district plans;	Transfer district level funds to the direct control of MMDAs	X	X	X	X	MLGRD/MoFEP
	Ensure timely release of District Assemblies Common Fund		X	X	X	MLGRD/MoFEP
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	Review guidelines for and membership of DPCUs and RPCUs		X			MLGRD/NDPC
	Inaugurate new DPCUs and RPCUs		X			MLGRD/RCCs/MMDAs
	Provide RPCUs and DPCUs with appropriate logistics		X	X	X	MLGRD/NDPC/LGS
	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;	Develop/review guidelines for citizens' participation in planning		X			MLGRD/NDPC/ILGS/NGOs
	Develop guidelines for citizens' participation in the budget process based on examples from districts implementing them		X			MLGRD/NDPC/ILGS/NGOs
	Disseminate the guidelines for citizens' participation in planning and budgeting		X			MLGRD/NDPC/ILGS/NGOs
	Implement and monitor the provisions in the guidelines		X	X	X	MLGRD/NDPC

ACTION AREA 4: SPATIAL PLANNING

Policy Objective: To strengthen the capacity for spatial planning with the view to integrating it in the district development planning processes.

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agencies
Create effective intergovernmental communication among the stakeholders to ensure integration and coordination of spatial plans and policies across the sectors	Review sectoral programmes and guidelines related to or with implications for spatial planning	X				MLGRD/MWRWH/NDPC/MEST
	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
	Validate and disseminate policy and guidelines across sectors		X			MLGRD/MWRWH/NDPC/MEST
	Implement provisions in the guidelines		X	X	X	MLGRD/MWRWH/NDPC/MEST
Strengthen capacity at the local level in spatial planning	Organize training for MMDAs in spatial planning		X	X		MLGRD/MWRWH/NDPC/MEST
Revise existing laws to provide enabling environment for spatial planning and land use management.	Review existing legislation in the light of the national policy on spatial planning		X			MLGRD/MWRWH/NDPC/MEST/ Parliament
	Introduce required legislative amendments			X	X	Parliament/MLGRD/MEST/NDPC
	Sensitize MMDAs, key sectors, stakeholders and general public on legislative amendments and spatial planning policy guidelines		X	X		MLGRD/MEST/NDPC
Increase education and sensitization programmes of the citizenry on spatial planning laws and regulations.	Undertake public education on spatial planning laws and regulations		X	X	X	MLGRD/NDPC/ILGS
Ensure the full integration of the Town and Country Planning Department into the Assembly system.	Integrate plans and programs of district level Town and Country Planning into MMDAs		X			MLGRD/MEST/NDPC
	Provide resources of Town and Country Planning under MMDAs		X	X	X	MLGRD/MEST/NDPC
Integrate spatial development into the	Develop guidelines to integrate spatial planning into district		X			MLGRD/MEST/NDPC

Medium Term Development Planning of the MMDAs	development planning					
	Sensitize MMDAs on guidelines		X			MLGRD/MEST/NDPC

ACTION AREA 5: LOCAL ECONOMIC DEVELOPMENT

Policy Objective: To facilitate economic growth, employment and income generation in order to promote household welfare and alleviate poverty.

Policy Measures	**Key Activities**	**Yr 1**	**Yr 2**	**Yr 3**	**Yr4**	**Responsible Agencies**
Facilitate the formulation of a national local economic development (LED) framework to guide MMDAs.	Undertake a review of initiatives, studies and lessons learned on LED and local level Public Private Partnerships in Ghana		X			MLGRD/MoFEP/NDPC/ILGS
	Develop guidelines for local Local Economic Development (LED) strategies		X			MLGRD/MoFEP/NDPC/ILGS
	Develop Public-Private Partnerships (PPP) framework to promote LED		X			MLGRD/MoFEP/NDPC/ILGS
	Sensitize MMDAs on the LED Guidelines and PPP Framework		X	X		MLGRD/MoFEP/NDPC/ILGS
Promote the development and implementation of local level strategies for local level economic development.	Set up district LED coordinating teams		X	X		MLGRD/MoFEP/NDPC/ILGS
	Formulate local strategies for LED		X	X		MLGRD/MoFEP/NDPC/ILGS
	Integrate LED strategies into district development activities		X	X	X	MLGRD/MoFEP/NDPC/ILGS
	Implement activities in MMDAs		X	X	X	MLGRD/MoFEP/NDPC/ILGS
Encourage assemblies to deepen consultations and publicize fee-fixing resolutions on a timely basis	Undertake review of processes for fee fixing consultations		X			MLGRD/MoFEP/NDPC/ILGS
	Develop guidelines for conducting consultations based on the experiences of successful assemblies		X			MLGRD/MoFEP/NDPC/ILGS
	Encourage assemblies to budget or make appropriate provision for consultations and implement these.		X	X	X	MLGRD/MoFEP/NDPC/ILGS
Facilitate the development of guidelines for public-private partnerships at the local level.	Develop local guidelines for PPP		X			MLGRD/MoFEP/NDPC/ILGS
	Sensitize stakeholders on guidelines		X			MLGRD/MoFEP/NDPC/ILGS
	Formulate local level PPP strategies for the development of SMEs		X			MLGRD/MoFEP/NDPC/ILGS

	Implement strategies		X	X	X	MLGRD/MoFEP/NDPC/ILGS

Policy Measures	**Key Activities**	**Yr 1**	**Yr 2**	**Yr 3**	**Yr4**	**Responsible Agencies**
Encourage assemblies to pro-actively collaborate with key local level agencies	Identify capacity requirements to relevant decentralized agencies such as the Departments of Community Development, Cooperatives and the BACs)		X			MLGRD/MoFEP/NDPC/ILGS
	Identify mechanisms for local level collaboration with small business associations (SBAs) and economic groupings		X			MLGRD/MoFEP/NDPC/ILGS
	Organize orientation for LED teams on collaborative and participatory practices		X			MLGRD/MoFEP/NDPC/ILGS
	Organize district level information sharing meetings on local economic development		X	X	X	MLGRD/MoFEP/NDPC/ILGS
	Provide financial and other resource support to departments for monitoring and evaluation of LED activities (including Departments of Community Development, Cooperatives and BACs)					MLGRD/MoFEP
Promote inter-district trade and harmonize/resolve multiple taxes on same goods/services.	Organize annual district fairs on local economic development			X	X	MLGRD/RCCs/NBSSI/NDPC/ILGS
Provide platforms for sharing information amongst assemblies on good practices and lessons learned in LED and SME support.	Organize best practice forums on LED at the district, regional and national levels		X	X	X	MLGRD/MoFEP/NDPC/ILGS
	Organize post-forum LED skills building workshops		X	X	X	MLGRD/MoFEP/NDPC/ILGS

ACTION AREA 6: FISCAL DECENTRALIZATION

Policy Objective: To improve funding and financial management of MMDAs

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agency
Implement district composite budgeting system	Set up a technical team to review pilots efforts implemented so far		X			MLGRD/MoFEP
	Design district budget scope and format		X			MoFEP
	Develop guidelines to implement composite budget		X			MoFEP
	Sensitize MMDAs on the guidelines		X	X		MoFEP
	Develop implementation timetable to upscale pilot initiatives		X			MoFEP
	Roll out to all MMDAs		X	X	X	MLGRD/MoFEP
Facilitate the identification and harnessing of alternative revenue sources with a view to improving local revenue generation	Review revenue assignment arrangements	X				MoFEP
	Re-negotiate the transfer of ceded revenue to the Assemblies		X			MLGRD/NALAG
	Undertake house to house numbering and street naming in all MMDAs in Ghana		X	X		MMDAs/Private consultants/Land Valuation Board
	Undertake Primary Evaluation of Properties in all MMDAs in Ghana			X	X	
	Revalue Properties			X	X	
	Undertake vigorous campaign to ensure payment of property rates by SOEs			X		MMDAs
	Increase the threshold for Borrowing by MMDAs		X			MLGRD/MoFEP
Facilitate revenue assignments so that the composition of revenues depend on the type of expenditure assignments at each level of government	Disaggregate MMDAs Budgets based on functions assigned to MMDAs		X			MoFEP/Sector Ministries
	Collate disaggregated funds on regional and district basis		X			MoFEP/Sector Ministries
	Harmonize Central Government transfers (Items 1,2, 3 and 4) to MMDAs		X			MoFEP/Sector Ministries
	Transfer district level funds under the direct control of MMDAs		X			MoFEP/Sector Ministries

Policy Measures	**Key Activities**	**Yr 1**	**Yr 2**	**Yr 3**	**Yr4**	**Responsible Agency**
Review and harmonize legislation on fiscal decentralization	Review the laws on fiscal decentralization	X				MLGRD/MoFEP
	Validate Report	X				MLGRD/MoFEP
	Implement recommendations	X	X	X	X	MLGRD/MoFEP
Implement inter-governmental fiscal framework	Set up committee to review report on inter-governmental fiscal framework	X				MLGRD/MoFEP
	Develop strategy and implementation timetable	X				MLGRD/MoFEP
	Implement the strategy	X	X	X	X	MLGRD/MoFEP

ACTION AREA 7: POPULAR PARTICIPATION AND ACCOUNTABILITY

Policy Objective: To promote local democracy, participation and accountability through strong and viable stakeholder involvement in local governance

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agency
Support extensive civic education programs to raise awareness on issues of decentralization and on other development issues	Develop citizens' education programs on decentralization and other development issues	X				MLGRD/NCCE
	Undertake citizens' education on their roles and responsibilities in decentralization and in decision making	X	X	X	X	MLGRD/MMDAs/NCCE
	Organize 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
Ensure adequate levels of funding to constitutional bodies such as the NCCE and CHRAJ to conduct education and sensitization activities	Decentralize the operations of CHRAJ to every district		X	X		CHRAJ/Min of Justice
	Provide logistics to NCCE and CHRAJ	X	X	X	X	MoFEP
Promote the use of social auditing techniques by MMDAs to increase participation and strengthen local level accountability	Organize training programmes on social auditing methods – conducting, preparing and presenting social audit reports for MMDAs		X			LGS/ILGS/NCCE/APRM
	Establish and train a team of social audit committees (stakeholders) in all MMDAs		X			MMDAs/MLGRD/LGS/ILGS
	Organize sensitization of the general public to increase awareness about the meaning, scope, purpose and objectives of social audit		X			NCCE/LGS/ILGS
	Develop MMDA social audit and social accountability plans		X			MMDAs
	Implement plans		X	X	X	MMDAs
Strengthen capacity of assembly members to engage with their electorate on the district development agenda.	Set up a committee to review the size and reward system for assembly members	X				MLGRD
	Validate committee report on proposals for the size and mechanisms for reward systems for assembly members	X	X			MLGRD
	Implement recommendations from the committee report	X	X	X	X	MLGRD
	Organize relevant training programs for assembly members		X		X	MLGRD/ILGS

ACTION AREA 8: SOCIAL AGENDA

Policy Objective: To promote a rights-based orientation to local level development, ensuring equitable access to public resources and inclusiveness in decision-making.

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agency
Develop and implement appropriate local frameworks/guidelines for youth training, employment and development generally	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
	Assist districts to undertake needs assessment and baseline surveys of youth organizations and initiatives	X	X			MLGRD/MYS/ MESW
	Review district level national youth employment programme (NYEP) initiatives for lessons learned	X	X			MLGRD/MYS/ MESW
	Support the development district youth strategies and programmes (informed by national youth policy and situation analysis)		X			MYS/MLGRD
	Implement district youth initiatives with flagship programmes in youth employment, training and social development		X	X	X	MYS/MLGRD
Develop local level programs with clear targets on establishing and maintaining facilities for child development (including community libraries, children's parks and complexes)	Review status of district level implementation of requirements of the children's act including status of child panels	X	X			MOWAC
	Build capacities of assembly functionaries and members on child-friendly standards for districts, cities and municipalities		X			MPWAC/LGS/ MLGRD
	Require assemblies to develop programmes and action plans for supporting child development		X			ILGS/MOWAC /MLGRD
	Promote public-private-civic partnerships, including social corporate responsibilities, for implementing local child development programmes		X	X		ILGS/MOWAC /MLGRD

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agency
Reduce incidence of parental neglect at the district level	Undertake situation analysis of children's circumstances at the district level		X			MOWAC/MLGRD
	Undertake public education on child rights, child protection, parental responsibilities, care and supervision		X	X		MOWAC/MLGRD
	Initiate the enactment and enforcement of appropriate byelaws and deterrents to reduce parental neglect and lack of child supervision			X		MOWAC/MLGRD
	Foster collaboration between child rights organizations and coalitions and district assemblies	X	X	X	X	MOWAC/MLGRD
	Capacitate district departments for social welfare, community development and relevant agencies to monitor observance of child rights and availability of legal aid		X	X		MOWAC/MLGRD/LGS/AGs Dept
Promote gender responsive planning and budgeting at the district level	Undertake gender analysis and awareness-raising programmes at the district and regional level	X	X	X		MOWAC/MLGRD/ILGS
	Organize appropriate capacity and skills building in gender planning and budgeting for DPCU and RPCU members		X	X		MOWAC/MLGRD/ILGS
	Develop guidelines and tools for gender planning and gender budgeting for use by DPCU and RPCU		X			MOWAC/MLGRD
	Provide technical and material support to gender desk officers of MMDAs and RCCs to backstop the gender planning and budgeting processes		X			MOWAC/MLGRD
	Identify appropriate indicators for gender budgeting, planning and programming for inclusion in FOAT and other performance measures		X			MOWAC/MLGRD
	Foster collaboration between gender and women's rights organizations and district assemblies to support local gender planning initiatives	X	X	X	X	MOWAC/MLGRD

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agency
Promote women's participation in local governance and ensure a critical mass of women in assembly administration	Undertake relevant and continued public education on local governance arrangements and women's participation	X	X	X	X	MOWAC/MLGRD/NCCE
	Engage with women's rights organizations to identify interventions to facilitate participation of women in local governance	X	X	X	X	MOWAC/MLGRD
	Develop policy guidelines for affirmative action in the appointment of women to assemblies, district structures, district administration and departments	X				MOWAC/MLGRD/LGS
	Develop and include appropriate indicators for measuring progress on women's participation in governance in FOAT and other performance measures	X				/LGS/ILGS
	Establish district level funding for training and capacity building for young women and girls in governance in collaboration with gender-oriented and women's rights NGOs					MLGRD/DPs/MOWAC/MMDAs
Intensify public education on HIV/AIDs management	Undertake public education and awareness-raising with identifiable groups on HIV/AIDs related care and support	X	X	X	X	NCCE/AIDs Commission/GHS
	Undertake public education with identifiable groups on voluntary counseling and testing (VCT) initiatives	X	X	X	X	NCCE/AIDs Commission/GHS
Develop local level strategies and plans on disability in line with the requirements of the disability law	Undertake public education with relevant institutions, stakeholders and identifiable groupings on disability law	X	X	X	X	MESW/National Disability Council
	Develop district level strategies through assessment of extent of compliance with disability law and identification of outstanding obligations		X			MESW/National Disability Council
	Enact appropriate bye-laws to sanction parental neglect of disabled children and social concerns (street begging by disabled children)		X	X	X	MMDAs/MLGRD

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr4	Responsible Agency
	Review, institute and enforce building regulations and codes in conformity with disability law		X	X	X	MLGRD/MWH
	Develop guidelines for managing dedicated funds for disability issues	X	X			MESW/National Disability Council
	Provide funding and logistics to social welfare dept of MMDAs		X	X	X	MLGRD/MESW
Develop local aging programme guidelines from the national aging policy	Undertake situation analysis and baseline study of the aged at the district level	X				MESW/MLGRD
	Conduct consultations with key stakeholders on interventions to support aged in the district		X			MESW/MLGRD
	Conduct consultations at the district level to consider appropriate adaptations to national aging policy		X			MESW/MLGRD
	Identify and implement some flagship interventions to support the aged at the district level.			X		MESW/MLGRD
Develop programmes to sponsor and retain health personnel	Identify district level requirements/establishment levels for health personnel (health assistants, midwives and community health nurses for the locality)	X				GHS/LGS
	Identify and raise funds for sponsoring health personnel	X	X	X	X	GHS/LGS/MoFEP
	Develop guidelines for allocation of sponsorship and retention of beneficiaries					MOH/MGRD
Intensify public education on health issues including maternal and child health care	Increase frequency of health outreach programmes in collaboration district health directorate with private service providers and non-governmental organizations	X	X	X	X	GHS
	Strengthen capacities of district environmental health offices	X	X	X	X	GHS
	Review organization of annual district maternal and child health week to integrate activities of district departments, NGOs and community-	X				GHS

	based organizations					

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agency
Collate and share lessons from Poverty reduction initiatives for Capacity building for assemblies.	Organize consultative forum on poverty reduction and pro-poor initiatives to collate lessons learned and implications for capacity building		X		X	MLGRD/ILGS
	Establish database for collation and update of poverty reduction interventions and lessons learned		X			NDPC/MoFEP/ MLGRD
	Develop training modules and materials for relevant courses for assembly functionaries	X				ILGS
	Deliver sequenced training for various categories of assembly functionaries	X	X	X	X	ILGS
	Establish and review performance monitoring systems for pro-poor development initiatives by districts	X		X		NDPC/MLGRD/ MoFEP
Develop and implement local poverty reduction initiatives targeted at the most vulnerable groups	Initiate a model poverty reduction initiative for identifiable vulnerable groups in each district		X	X		MLGRD/MoFEP /MOTI
	Monitor poverty reduction programmes for performance and lessons learned on district level basis			X		NDPC/MLGRD
	Organize annual experience sharing fora 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	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
	Ensure the establishment of birth registration centres at every district hospital		X			MLGRD/MOH
	Build capacities of unit committees, traditional birth attendants and local government structures to undertake or facilitate recording of births including provision of requisite facilities and resources		X	X		GHS/MOH/ML GRD

Policy Measures	**Key Activities**	**Yr 1**	**Yr 2**	**Yr 3**	**Yr 4**	**Responsible Agency**
Enhance public awareness of citizens' rights and available resources and channels for redress	Undertake regular public education on citizens' rights and available resources, institutions and channels for redress	X	X	X	X	NCCE
	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
	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	MPSF
	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 /AGs DEPT/Ministry of Interior
	Institute annual conference to share lessons learned on rights awareness promotion and achievement of rights-based and social development		X	X	X	NCCE/ILGS/ML GRD

ACTION AREA 9: INVOLVEMENT OF NON-STATE ACTORS IN LOCAL GOVERNANCE

Policy Objective: 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.

Policy Measures	**Key Activities**	***Yr 1***	***Yr 2***	***Yr 3***	***Yr 4***	**Responsible Agency**
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	Formulate guidelines on roles and relationships of traditional authorities and civil society with district assemblies	X				MLGRD/ Ministry of Chieftaincy and Culture
	Sensitize MMDAs, traditional authorities and general public on the guidelines	X	X			MLGRD/ Ministry of Chieftaincy and Culture
	Institute monitoring mechanisms to ensure guidelines are being followed		X	X	X	MLGRD/ Ministry of Chieftaincy and Culture
Institutionalize formal avenues/platforms of engagement for traditional authorities and civil society in MMDA activities	Set up a technical team to review and identify best practices from various platforms under different interventions		X			MLGRD/ Ministry of Chieftaincy and Culture
	Develop guidelines /modalities for conduct of such meetings		X			MLGRD/ Ministry of Chieftaincy and Culture
	Sensitize MMDAs, traditional authorities, civil society organizations on the guidelines		X	X		MLGRD/ Ministry of Chieftaincy and Culture
	Institute monitoring mechanisms to ensure guidelines are being followed			X	X	MLGRD/ Ministry of Chieftaincy and Culture

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agency
Streamline, coordinate and harmonize activities of CSO with DA activities to ensure that CSO activities are properly integrated into the district development agenda	Set up a CSO/NGO desk in all MMDAs	X				MMDAs
	Advocate registration of CSOs/CBOs/NGOs under the Assembly to facilitate coordination of their activities		X			MMDAs/NALAG
	Strengthen capacity of existing civic unions (networks of CSOs) and upscale into all districts			X	X	Others
	Institutionalize period meetings between Civic Unions and DAs o 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.	Develop guidelines for consultation with interest groups in appointing the 30% membership of the Assembly	X				MLGRD
	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 Objective: To facilitate effective policy coordination and collaboration for smooth devolution of political, administrative and financial authority from the centre to the assemblies.

Policy Measures	Key Activities	Yr 1	Yr 2	Yr 3	Yr 4	Responsible Agency
Establish the Inter-Ministerial Coordinating Committee (IMCC)	Liaise with Presidency on inauguration of the Inter-Ministerial Coordinating Committee (IMCC) and appointment of members	X				MLGRD/ Cabinet
	Undertake sensitization on the role of IMCC with stakeholders/actors in decentralization	X	X			MLGRD/IMCC
	Undertake public education on the role of IMCC and relationship with other stakeholders/actors in decentralization	X	X	X		MLGRD/IMCC/ LGS/ILGS
Establish secretariat to support the IMCC	Identify location for secretariat and assemble relevant documentation and resources for functioning of the IMCC	X				MLGRD
	Identify and appoint human resources support requirements for IMCC Secretariat	X				MLGRD/IMCC/ PSC
	Develop operational manual and annual work plans for IMCC;	X	X	X	X	IMCC/ IMCC Secretariat
	Initiate work of the IMCC (Action Area 1)	X				IMCC/ IMCC Secretariat
	Organize bi-annual consultative sessions with key agencies in decentralization and local governance	X	X	X	X	IMCC/MLGRD/ LGS/ILGS
Implement proposals for ministerial realignment	Review and update proposals for ministerial re-alignment (see Action Area 1)	X				IMCC/LGS/ OHCS
	Implement workplan for ministerial re-alignment (see Action Area 1)	X				IMCC/LGS/ OHCS
Develop and implement indicators to monitor decentralization implementation	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

	Apply consolidated monitoring and evaluation framework	X	X	X	X	IMCC/MLGRD/ LGS/ILGS
	Develop and disseminate annual state of decentralization report	X	X	X	X	IMCC/MLGRD/ LGS/ILGS