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APPENDICES

1. *Map of Ghana*
2. *The Main Functions of the District Assemblies in Ghana*
3. *Sub-Committee of the Executive Committee of the Assembly*

1. LIST OF ABBREVIATIONS

AIDS	-	Acquire Immune Deficiency Syndrome
AGOA	-	African Growth and Opportunity Act
ADRA	-	Adventist and Relief Agency
ASSID	-	Associates in Development
CEDPA	-	Centre for Development and Population Activities
CBOs	-	Community Based Organisation
CIDA	-	Canadian International Development Agency
CPESD	-	Coordinated Programme for Economic Sector Development of Ghana
CMA's	-	Central Management Agencies
CDD	-	Ghana Centre for Democratic Development
CHRAJ	-	Commission for Human Rights and Administrative Justice
DACF	-	District Assembly Common Fund
DA	-	District Assembly
DFO	-	District Finance Officer
DANIDA	-	Danish International Development Agency
DFID	-	Department for International Development
DRI	-	District Response Initiative
DRMIT	-	District Response initiative Team
DDO	-	District Developing Planning Officer
DCD	-	District Coordinating Director
DCE	-	District Chief Executive
ERP	-	Economic Recovery Programme
FAD	-	Financial Administration Decree
FAR	-	Financial Administration Regulation
FES	-	Frediech Ebert Foundation
GDP	-	Gross Domestic Product
GTZ	-	German Technical Co-operation
GAC	-	Ghana Aids Commission
GPRS	-	Ghana Poverty Reduction Strategy

GHS	-	Ghana Health Services
GNCC	-	Ghana National Commission on Children
IULA	-	International Union of Local Authorities
IT	-	Information Technology
LI	-	Legislative Instrument
MP	-	Member of Parliament
MTDP	-	Medium Term Development Plan
MOE	-	Ministry of Education
MOH	-	Ministry of Health
MLGRD	-	Ministry of Local Government and Rural Development
MAP	-	World Bank Multi-Sectoral Aids Programme
NDPC	-	National Development Planning Commission
NETRIGHT	-	Network of Women's Rights in Ghana
NALAG	-	National Association of Local Authorities of Ghana
NEC	-	National Executive Council
NEPAD	-	New Partnership for African Development
NGOs	-	Non-Governmental Organizations
OHCS	-	Office of the Head of Civil Service
PNDC	-	Peoples National Defence Committee
PSI	-	Presidential Special Initiative
RCCs	-	Regional Coordinating Councils
RPCU	-	Regional Planning Coordinating Unit
SNV	-	Netherlands Development Organisation
SMC	-	Supreme Military Council
SME	-	Small and Medium Enterprises
SAP	-	Structural Adjustment Programme
UTAs	-	Urban, Town and Area Councils
WISE	-	The Ark Foundation Women's Initiative for Self Impowerment
WB	-	World Bank

EXECUTIVE SUMMARY

At the G8 summit in GENOA, Italy in July 2001, a group of African leaders presented a made in Africa Plan Christened New Partnership for African Development (NEPAD) to end Poverty and Marginalisation on the continent. The G8 approved the African Action Plan in Alberta, Canada to which the Government of Canada introduced a \$500million fund support in addition to Canada's on-going assistance to Africa administered by the Canadian International Development Agency (CIDA).

The African Local Governance Programme (ALGP) is part of the Canadian Fund for Africa programmed for 5-years (i.e. 2003 – 2007) at a cost of CDN\$6million and implemented by the Federation of Canadian Municipalities (FCM) working in partnerships with institutions including National Association of Local Authorities like NALAG.

The ALGP programme aims to enhance effectiveness of decentralisation policies, delivery of municipal services, development of strong Management Skills and contribute to research and best practices on African decentralisation.

The first phase of the ALGP programme focuses on research and analysis of key issues and cross cutting themes on developing models and pilots; hence the preparation of Comprehensive Country Profiles. This report documents a profile on Ghana and analysis key decentralisation issues and cross cutting African Local Governance Programme themes such as Gender and HIV/AIDS.

The details are documented in the chapters but the key issues and facts are highlighted following;

Ghana, formerly Gold-Coast gained independence from the British on 6th March 1957 and became a republic on 1st July, 1960.

The total land area is 238,533 square kilometers (i.e. 92,000 square miles) with an estimated population of 18.9 million according to the 2000 Housing and Population census and a female percentage of 51%. The population growth rate is 2.6% per annum.

Culturally, Ghana is a heterogeneous society with over fifty ethnic groups each with its unique dialect and custom. Inheritance is namely matrilineal in the South and patrilineal in the North.

Politically, Ghana since independence has had a chequered history with a mix of military coup d'etats alternating with civilian rules. Thankfully, since 1992, Ghana has been democratically governed and joined a rare number of African countries in 2000 to have changed incumbent Government peacefully through the ballot box.

John Agyekum Kufuor is the current President and the leader of the ruling New Patriotic Party. There are seven (7) other Political Parties. The main Minority Party is the National Democratic Congress which has the former President, John Jerry Rawlings as its founder.

The governance philosophy of the new administration hangs on the rule of law, deeper and active Private Sector Participation, Poverty Reduction and Good Governance.

The Executive (made up of the President and the Cabinet), the Legislature (comprising the Speaker and 200 elected Parliamentarians) and the Judiciary constitute the three arms of Government.

The Media landscape continues to witness increased private sector participation and independence. The three arms of Government act independently of each other and the country's Executive Authority is vested in the President in accordance with the Provisions of the 1992 Constitution.

The Judiciary is independent and subject only to the Constitution and administers Justice in the name of the Republic. The Judicial power of Ghana is therefore vested in the Judiciary. The Chief Justice is the Head of the Judiciary and is responsible for the administration and supervision of the Judicial system.

In 1988, as part of efforts to deepen democracy, de-emphasise centralization and deepen decentralisation, a bold stance to empower Local Governance was taken culminating in the creation of the hundred and ten (110) Metropolitan, Municipal and District Assemblies throughout the country; these constitute the basic units of administration. The decision to transfer functions, powers, means and competence to the District Assemblies from the Central Government, Ministries and Departments was to avert the distinction between the Central and local government agencies that alienated the ordinary citizen from central government institutions and bring government and governance to the doorsteps of the people in a way that their representatives (that is, elected Assemblymen) deliberate on the needs of the community, make bye-laws and generate revenue through local taxation to complement Central Government's efforts and organize the people for development.

Ghana's parliament is a unicameral legislature of two hundred (200) elected members from the hundred and ten (110) sub-national decentralised governance structures christened Metropolitan, Municipal and District assemblies.

The Decentralisation process in Ghana thus sought to deepen democracy, de-emphasize centralisation and empower local Governance with devolution as the core decentralisation philosophy.

The levels of Government associated with the Ghana's decentralisation process are;

- The Ministry of Local Government and Rural Development
- National Association of Local Authorities (NALAG)
- The Regional Coordination Councils
- The Metropolitan, Municipal and District Assemblies
- The Sub-district structures made up of Urban, Town Area Councils and Unit Committees each with specific functions detailed in chapter 3.0 of the report.

At the Metropolitan, Municipal and District level, the structures include the Presiding Member, Chief Executive, the Coordinating Director, and committees of the Assemblies, the General Assembly as a legislative body, the Centralized Departments and Traditional Authorities. Their detailed roles and responsibilities are outlined in chapter 2 of the report.

The District Chief Executive (DCE) represents the Central government and also manages the administration of the Assembly on day to day basis. The District Chief Executive (DCE) is the first point of contact between the Central and local Government and serves as an interface.

Fiscal Administration as part of the Decentralisation programme remains a thorny issue and enormous institutional and human capacity building requirement exist. However, pursuant of the Constitutional provision, the local Government Act 1993 (Act 462) indicate the sources of revenue to the Assemblies as Central Government transfers, internally generated revenue sources such as rates, fees, fines, licenses, rents, loans and income from Commercial activities.

Services provided by the Assemblies currently include Security, Basic education, Primary health care, Feeder Roads, Water and Sanitation, Sports and utilities supply.

Today, some of the most notable achievement of Ghana's decentralisation drive include;

- The establishment of the hundred and ten (110) Metropolitan/Municipal and District Assemblies.
- Enactment of relevant laws.
- Establishment of National Development Planning Commission.
- Establishment of sub-district structures namely urban, zonal, town councils and unit committees by law.
- Institutionalization of a Parliamentary sub-committee on Decentralization.
- Establishment of Regional and District structures (i.e. RPCU, DPCU) by law.
- Establishment of the Institute of Local Government studies to train decentralization practitioners.
- Strengthening of National Association of Local Authorities (NALAG).
- Establishment of the Assemblies Common Fund.
- Continued Technical, logistic and Financial support from Government, Development partners and NGO sources.

Despite these achievements, it is widely felt that, Ghana's decentralisation implementation has been slowed down for a number of reasons which include resource inadequacy in terms of finance and skilled manpower as well as sectoral misconceptions on the modus operandi. For example, most key Ministers such as Education, Health and Agriculture which have huge budgets and sub-national presence practice decentralisation which strengthens the establishment of vertical structures/departments at the regional and district levels as opposed to the national devolutional approach which demands horizontal, multisectoral integration at the sub-national levels. (i.e. Regional, district and sub-district levels).

Economically, Ghana from the level of classified middle income level at independence in 1957 has a per capita income of USD400 in 2003. The economic downturn has been provoked by major fiscal imbalances, worsening terms of trade, increased inflation and crowded out private sector. Agriculture remains the mainstay of the economy and employs almost two thirds of the work force. Another striking feature of Ghana's economy is the low levels of domestic savings and relatively weak human resource capacity in science and technology application.

HIV/Aids and effective institutionalization of health insurance scheme to enhance citizenry access to health care remains a critical health challenge and a prime government agenda.

The line between growth and poverty reduction appears clear to the present Government subsequently, a Ghana Poverty reduction strategy (GPRS) document has been adopted as Government's strategy blue print to addressing poverty and create wealth.

The GPRS aims to improve real GDP growth to 5.0% and per capita growth to 2.4 % by 2005. The incidence of poverty among food crop farmers is targeted to decrease from 59% to 46% between 2003 – 2005. The priority sectors identified to accelerate growth are;

- Rural Development through agriculture
- Enhanced Social Services
- Education, Housing and Community amenities and
- Production Infrastructure

Specific on the NALAG; it is the sole local government association in Ghana and has all the (110) Assemblies as members. Their services include Training and Capacity building, Research and Education, lobbying and Advocacy, city-City Links, information / Publication/Printing, collaborative works and networking, District Services, Promotion of Sustainable Environmental Programmes, Gender representation in local government, and organisation of workshops, seminars and conferences on decentralisation and local governance.

Women representation at various levels of Government given their percentage in the population total is below expectation even though there have been significant increase over the past two decades.

On power relationships between men and women's participation in politics and governance, the new government has created a new Ministry for Women and Children Affairs of cabinet

status. The key functions of the Ministry is to develop policies and programmes to promote gender equality and child development at all levels.

It is significant to note that, several advocacy and gender-oriented groups exist for purposes of advocacy and lobbying.

Finally, Ghana's decentralisation programme have been supported by various development partners including the World Bank, UNDP, DANIDA, GTZ, CIDA and the European Union as well as several NGOs.

CHAPTER ONE

1.0 BRIEF OVERVIEW OF THE DEVELOPMENT CONTEXT

Ghana, formerly Gold-Coast gained independence from the British on 6th March 1957 and became a republic on July 1st, 1960. The Capital City is Accra (*Cape-Coast was the Capital when it was Gold Coast*) and some of the major cities are Kumasi, Sekondi/Takoradi, Koforidua, Cape-Coast, Tema, Sunyani, Tamale and Bolgatanga.

The total land area is 238,533 square kilometers (92,000 square miles). Ghana's population is estimated at 18.9 million according to 2000 Housing and Population Census with a growth rate of 2.6 per annum and a female percentage of 51%. 45% of the populace are at most 14 years of age whilst less than 4% are 65 years plus. High population growth thus constitute one of the country's key socio-economic development challenges

The Country is bounded on the West by La Cote D'voire (850km), on the North by Burkina Faso (373km), the East by the Republic of Togo (873km) and the south by the Atlantic Ocean. The length of the land frontier is 2,060 km with a Coastline stretch of 554 kilometers. (See the Map of Ghana attached as Appendix 1)

Culturally, Ghana is a heterogeneous society with over fifty ethnic groups each with its unique dialect and customs. Inheritance is mainly matrilineal in the south and patrilineal in the north.

Kingship bonds play a crucial role in everyday life of most Ghanaians. Needless to say that the chieftaincy institution has come under scrutiny and critique in recent times as to its efficacy, leadership effectiveness and role in active politics and national development. This is due to the negative impact of the widespread chieftaincy disputes to socio-economic development in Ghana.

Compared to the population, the major ethnic divisions are Akans 41.1%, Mole– Dagomba 16.5%, Ewe 12.7%, Ga-Dangme 8% and 3.9% are non-Ghanaians. Before the Advent of Christianity and Islam most Ghanaians practiced traditional religion. According to the 2000 census, Christians constitute 69%, Muslims 15.6% and Traditionalists 8.5% with others at 6.9%. Urban centres are more ethnically mixed because of migration.

Politically, Ghana has had a chequered history with a mix of military interventions alternating with Civilian rules. Besides Dr. Kwame Nkrumah the first President and founder, the list of leaders cover Generals Kotoka and Afrifa, Dr. K A. Busia, Generals Acheampong and Akuffo, Dr. Hilla Limann and Flight Lieutenant and Later President Jerry John Rawlings. The Head of the current New Patriotic Party Government is John Agyekum Kufuor.

The three arms of Government consist of the Executive (the Presidency and Cabinet), the legislature (Parliament) and the Judiciary. These three bodies act independently of each other. The Executive authority in Ghana is vested in the President in accordance with the provisions of the 1992 Constitution. The Executive Authority of Ghana extends to the

execution and maintenance of the Constitution and all laws made under or continued in force by the Constitution.

The Cabinet consists of the President, the Vice President and not less than ten and not more than nineteen Ministers of State. The Cabinet assists the President in the determination of the general policy of Government.

Ghana's Parliament is a unicameral legislature of two hundred elected members spanning the 110 Metropolitan, Municipal and District Assemblies. The legislative powers of Ghana is vested in Parliament and is exercised in accordance with the Constitution. The power of Parliament to make laws is exercised by bills passed by Parliament and assented to by the President. Parliament may also by law regulate professional, trade and business organizations.

The Judiciary is independent and subject only to the Constitution and administers Justice in the name of the Republic. The Judicial power of Ghana is therefore vested in the Judiciary. The Chief Justice is the Head of the Judiciary and is responsible for the administration and supervision of the Judicial system. The Judiciary consists of:

- (i) The Superior Court of Judicature comprising –
 - The Supreme Court;
 - The Court of Appeal; and
 - The High Court and Regional Tribunals.
- (ii) Lower courts or tribunals established by law.

Besides the New Patriotic Party, the other Political Parties in Ghana include the National Democratic Congress (NDC), the Peoples National Party (PNC) the Ghana Consolidated Peoples Party (GCPP), Convention Peoples Party (CPP), National Reform Movement (NRM), and the United Ghana Movement. They are all on their marks for the upcoming 2004 elections.

Since 1992, Ghana has been democratically governed and joined a rare number of African Countries in 2000 to have changed incumbent Government peacefully through the ballot box. Currently we have the third parliament of the fourth republic. The Judiciary and the Media seem to enjoy an air of independence and freedom though yet to be respectfully practiced particularly in the case of the liberated press.

The governance philosophy of new administration hangs on the rule of law, deeper and active Private Sector Participation, Poverty Reduction and Good Governance. The Golden Age of Business has been declared by the President and a new Ministry for Private Sector Development within the Presidency established. What remains is moving from rhetoric to action in a way that addresses the expectations of the ordinary Ghanaian in practical terms.

Between 1957 and 2002, Ghana has developed and implemented with mixed degrees of success and failures six (6) development policy frameworks. These are the first and second 5 year Development Plans – 1951-1957 and 1959 – 1964; the 7 year Development Plan 1963/1964/1969/1970; the Economic Recovery and Structural Adjustment Programmes,

Ghana's Vision 2020 and the current Ghana Poverty Reduction Strategy (GPRS) (2003 – 2005) an Agenda for Growth and Prosperity of the NPP administration. The new Government under President John Agyekum Kufuor has opted for the Highly Indebted Poor Country (HIPC) initiative using Poverty Reduction and Pro-Poor Growth as the core Strategy to utilize derived reliefs.

The first and second 5-year development plan was halted by the 1966 coup d'etat that ousted the first president, Dr. Kwame Nkrumah. The technocrats were not involved in the implementation of the plans, and this contributed to the failure.

In 1988, as part of efforts to deepen democracy, de-emphasise centralization and deepen decentralisation, a bold stance to empower Local Governance was taken culminating in the creation of the hundred and ten (110) Metropolitan, Municipal and District Assemblies throughout the country; these constitute the basic units of administration. The decision to transfer functions, powers, means and competence to the District Assemblies from the Central Government, Ministries and Departments was to avert the distinction between the Central and local government agencies that alienated the ordinary citizen from central government institutions and bring government and governance to the doorsteps of the people in a way that their representatives (that is, elected Assemblymen) deliberate on the needs of the community, make bye-laws and generate revenue through local taxation to complement Central Government's efforts and organize the people for development.

The Metropolitan, Municipal and District Assemblies create a forum at the local level where development agencies, representatives of the people and other agencies agree on the development policies of the district or area. Between the Central Government and the Assemblies the country has ten (10) administrative regions each with a capital. Each Administrative region is made up of a number of Districts and in some case Municipal and Metropolitan Assemblies.

Devolution is Ghana's decentralization philosophy. At the sub-national level, Ghana has had one form of local rule or another even before independence. But it was not until December 1988 that the PNDC government took local governance to a new level with the promulgation of a new Policy on Decentralization (PNDC Law 207) aimed at reducing the yawning gap in terms of infrastructure and basic development needs between the vast majority of rural dwellers and their urban compatriots. The Policy also hoped, following the above, to reduce rural urban migration and finally to bring out rural initiative in solving problems and there by encouraging good governance at the local level. The 1992 constitution (chapter-20) reaffirmed the commitment to Decentralization spelled out in PNDC Law 207, which was subsequently amended to the Local Government Act 462 (1993). In January 2003 the Ministry Of Local Government And Rural Development (MLGRD) came out with an Action Plan for Decentralization covering the period (2003–2007) within the context of the GPRS. The MLGRD Action Plan is a set of target activities intended to be implemented during a specified period of time to achieve some expected outputs.

Needless to say that, the most notable achievement at Decentralization in Ghana will relate to the establishment of one hundred and ten (110) Metropolitan/Municipal and District

Assemblies as the ultimate political and administrative authority at the District level. District Assemblies are either Metropolitan (population over 250,000), Municipal (one-town Assemblies with population over 95,000) or District (population 75,000 and over). There are three (3) Metropolitan Assemblies, four (4) Municipal Assemblies and one hundred and three (103) District Assemblies.

Functions of the District Assemblies under section 10 (3) of the Local Government Act 462 which is superior to PNDC Law 207 are as follows:

- Be responsible for the overall development of the District and shall ensure the preparation and submission through the Regional Coordinating Council for approval of the development plan to the NDPC and budget to the Minister of Finance for the district;
- Formulate and execute plans, programmes and strategies for the effective mobilization of the resources necessary for the overall development of the district;
- Promote and support productive activity and social development in the district and remove any obstacles to initiative and development;
- Initiate programmes for the development of basic infrastructure and provide municipal works and services in the district;
- Be responsible for the development, improvement and management of human settlements and the environment in the district;
- In cooperation with appropriate national and local security agencies, be responsible for the maintenance of security and public safety in the district;
- Ensure ready access to the courts and public tribunals in the district for the promotion of justice;
- Initiate, sponsor or carry out such studies as may be necessary for the discharge of any of the functions conferred by the act or any other enactment; and
- Perform such other functions as may be provided under any other enactment.

A number of Sub-Metropolitan District Councils, Zonal and Urban/Town/Area Councils and also Unit Committees have been established all over Ghana. There are thirty-four (34) Urban Councils created for settlements with population above 15,000 and which are cosmopolitan in character. There are one hundred and eight (108) Zonal Councils for the four (4) Municipal Assemblies.

Town Councils are established for areas with settlements with population between 5,000 and 15,000 and Area Councils for population less than 5,000.

Unit Committees form the base structure of the new Local Government System. A unit is normally a settlement or group of settlements with a population of between 500 –1,000 in the rural areas and a higher population (1,500) for the urban areas. These sub-district political /administrative bodies perform functions assigned to them by the instruments setting up the Assemblies or delegated to them by the Assemblies.

Ghana's decentralization implementation has been slowed down for a number of reasons which include resource inadequacy in terms of finance and skilled manpower as well as

sectoral misconceptions. It is clear that most key Ministries such as Education, Health and Agriculture which have huge budget and sub-national presence have a deconcentration approach which essentially has seen the establishment of vertical structures/departments at the regional and district levels as opposed to the devolutional approach being pursued by Government which demands horizontal, multisectoral integration at the sub-national levels. (i.e. Regional, district and sub-district levels).

Consequently, the new Government in an effort to address the problem and facilitate decentralization implementation established an Inter-Sectoral committee on Decentralization and a Decentralization Secretariat in the last quarter of 2002 to guide and deepen further the Decentralization implementation process. It reports directly to the Minister for Local Government and Rural Development (MLGRD) and have representatives from the Ministries, Departments and Agencies as well as key Development Partners whose work, function and activities fall within Decentralization or have such implications.

A number of bills are before Parliament aimed at changes in Decentralization legislation. The key one is the Local Government Act (1993), Act 462 envisages the establishment of a Local Government Service by an Act of Parliament.

At independence in 1957 Ghana could be classified as a middle-income country with more than \$250 million in reserves and a per capita income of more than £60. In recent past however, Ghana has gone through an economic downturn provoked by major fiscal imbalances, worsening terms of trade, increased inflation and crowded out private sector.

The economy is essentially agrarian. Natural resources include economic minerals, Cocoa and Timber. Information technology is at a budding stage and socio-economic infrastructure needs upscaling, modernization and expansion. The Micro, Small and Medium size enterprises sector in Ghana consist of over 287,000 registered enterprises and an unknown number of informal unregistered businesses with more than 60% located in Greater Accra and Ashanti Regions. Estimated 17% are employed in Industry, 29% in services and the rest in Agriculture. Their presence in manufacturing activities is not marked.

A number of reasons including mismanagement, frequent disruption of the political scene by the military resulting in an unstable political climate and the lack of a maintenance culture and low productivity among the work force, endemic corruption account to some extent for the low economic growth and the country's misfortunes in the 1970s.

To address the economic malaise and put the country on sound macroeconomic framework, realign prices to productive sectors and rejuvenate the key sectors to ensure sustainable growth and development, the then Government of the Provisional National Defence Council (PNDC) embarked on a programme dubbed *Economic Recovery Programme (ERP)* in April 1983.

The ERP aimed among others to address the basic structural problem of the economy and to prepare the ground for accelerated growth of between 7%-8% per annum. The programme provided broad financial support for macro economic reforms in the

reconstruction of the economy. After two decades of ERP and its associated Structural Adjustment Programme (SAP) the country has hardly managed 5% per annum on average. Thus, macroeconomic aggregates continue to remain elusive targets, whether these relate to inflation, exchange rate or population growth. In these circumstances and twenty years down the line, poverty has continued to increase and living standards have either remained stagnant or actually fallen. The basic structure of the economy has hardly changed from the production of raw materials with little value addition of any appreciable level.

Table 1 shows sectoral GDP growth rate, inflation and primary as a percentage of GDP for the period 1997-2002.

Table 1: GDP Growth, Inflation and Primary Balance (1997-2002)

INDICATOR	1997	1998	1999	2000	2001	2002
Real GDP Growth (1993=100)	4.2	4.7	4.4	3.7	4.0	4.5
Agriculture	4.3	5.1	3.9	2.1	3.7	4.1
Industry	6.4	3.2	4.9	3.8	4.0	4.7
Services	6.5	6.0	5.0	5.4	4.3	4.7
GDP (¢'Billions of cedis)	4,533.9	4,746.7	4,956.9	5,142.1	5,357.1	-
GDP Deflator (Percentage Change)	19.5	17.1	13.9	27.2	34.6	18.0
Inflation						
Annual Average	27.9	...	12.4	25.2	35.0	15.9
End of Period	20.8	15.7	13.8	40.5	25.0	13.0
Primary Balance (¢'billion)	549.7	630.9	474.6	587.7	963.4	1,951.3
Percent of GDP)	3.2	3.8	2.3	2.4	3.4	4.2

Source: Budget Statement and Economic Policy of the Government of Ghana, 2002

Savings remain low and this has contributed to the low investment rate of about 16% of GDP – both rates being below the average for sub Sahara Africa.

The use of restrictions and other economic policies over the past 15 years have not led to the expected level of growth in Ghana's economy. Growth rate has hovered around 4% per annum, analyst predict that, at this rate, it would take more than 35 years to double income.

Agriculture remains the mainstay of the economy and employs almost two thirds of the work force. Exports remain primary and relate to cocoa, timber and minerals. Efforts to concentrate on non-traditional exports held some hope in the first years but earnings stagnated around \$400 million per annum by the close of the 1990's. The challenge is to mechanize agriculture, focus on agri-business and process the raw materials

The critical issues on education relate to tightening the existing loopholes to enhance the efficiency of the recently introduced reform programme that reduces pre-tertiary years from 17 to 12 as well as educational financing particularly for the tertiary levels. Literacy level is about 55% but functional literacy is estimated to be only 35-40%.

On health, the key challenge is to address the HIV/AIDS pandemic effectively and institutionalize health insurance schemes countrywide as a way to enhance citizenry access to health remains a prime government agenda and public debate.

A striking feature of the economy of Ghana is low level of domestic savings and human resource capacity in science and technology. Leadership need to be more focused and persistent, corruption, red-tapeism and nepotism continue to remain enemies to fight, the legal system require overhaul in some areas related to business development, socio-economic infrastructure; particularly road network and telecommunication need a major overhaul. We have Banks but we need a banking system that is more client-friendly, proactive and progressive in products offered and services delivery.

However, tightening of money supply in 2001, a gradual improvement in statistical base for macroeconomic policy formulation and a commitment to reduce poverty and accelerate growth adopted by the new Government through the Ghana Poverty Reduction Strategy, seem to be yielding modest gains in reduction of inflation and bank interest rates as well as enhanced discipline in Public Sector Management and domestic borrowing. The interest rate on 91-day Treasury Bill declined from 47.0% in June 2001 to 28.9% by December 2001.

There are currently 17 banks with 303 branches besides the 115 Rural and Community banks spread throughout the country. However, there are less than 50 Blue Chip companies operating in the country.

Inflation as recorded by the National Consumer Price Index declined significantly from 40.5% at the end of 2000 to 21.3% at the end of 2001. The year 2002 ended with an inflation rate of 15.2% compared with a target of 13.0%.

The yearly average rate of inflation showed a much steeper fall in the year from 32.9% in December 2001 to 14.8% by December 2002. As at April 2003, it was estimated to be around 30% per annum.

On production and trade, Presidential Special Initiatives (PSI) for Salt, Palm Oil, Cassava, distance learning and Garments taking advantage of the African Growth Opportunities Act (AGOA) have been initiated to expand the private sector, add value, create wealth, generate employment, earn foreign exchange and ultimately reduce poverty. The Act provides unprecedented opportunities and aims to promote increased trade and investment between the United States of America and the Sub-Saharan African countries by providing eligible African countries with unprecedented liberal access to the U. S. market. Consequent to this act, the Presidential Special Initiatives (PSI) was introduced

Despite these policies, the high incidence of poverty remains a major obstacle to the achievement of development and hence prosperity of Ghana. The experts agree that if

Ghana is to become a country with a per capita income of \$1,000 in a decade and given the country's present per capita income of about \$400 per annum and a population with two thirds clarified as being poor, Ghana needs to grow at a minimum of between 7%-8% per annum.

This obviously calls for a major transformation of the economy and its management and a special concentration on rural underdevelopment and the high incidence of rural poverty particularly among female-headed households and Savannah crop growers. *The link between growth and poverty reduction appears clear to the present Government and hence their growth and poverty reduction strategy for the country.* The Ghana Poverty Reduction Strategy (GPRS) document has thus been designed to accelerate growth and generate prosperity for Ghanaians and in the process reduce poverty especially in rural Ghana.

The new government's strategy blue print to addressing poverty is contained in the Ghana Poverty Reduction Strategy (GPRS) (2003 - 2005), an Agenda for Growth and Prosperity. The overall "goal of the GPRS is to achieve equitable economic growth and accelerated poverty reduction within a sustained democracy".

The policy thrusts to achieve the above will include ensuring macroeconomic stability, increased production, human resource development and provision of basic services support to vulnerable groups and excluded and the enhancement of good governance. The policy will ensure increased capacity of the public sector as well as the active involvement of the private sector as the main engine of growth.

The strategy of the GPRS also includes private sector led production, with the government acting as a facilitator, investment in social services, accelerated Decentralization and public sector reforms to support private sector productivity.

The GPRS aims to improve real GDP growth to 5.0% and per capita growth from 1.4% in 2001 to 2.4% in 2005. The incidence of poverty among food crop farmers is targeted to decrease from 59% to 46% over the period.

The key stakeholders of the GPRS are the District Assemblies, the Ministries, Departments and Agencies (MDA), the Development Partners, and the National Development Planning Commission (NDPC).

Funds from on-going poverty-related projects, HIPC savings, Government Of Ghana sources, and additional donor support are being used to finance the programmes, projects and activities under the GPRS. Expenditure is also shifted in some cases to priority sectors to ensure achievement of poverty reduction targets.

The priority sectors identified to accelerate growth are:

- Rural development through agriculture
- Enhanced Social Services (Health including HIV/AIDS)
- Education, housing and community amenities (including environmental sanitation)
- Production Infrastructure

CHAPTER TWO

2.0 STATUS OF THE NATIONAL REFORM PROGRAMME AND DECENTRALIZATION

2.1 Legislative Authority

The decentralization programme in Ghana traces its history or origins to the Provisional National Defense Council (PNDC) Government, 1981 – 1992. After taking over the reigns of government in Ghana in 1981, the PNDC declared its commitment to people's power, grass roots democracy and participatory governance at the local level.

Indeed the so-called "Blue Book" which was published by the PNDC in 1987 established the modalities and the blueprint of a new local government system in Ghana. These views in the "Blue Book" could be aptly summarized in the expression that the District Assemblies were to be foundation upon which Ghana's new democracy was to be erected. The "Blue Book" gave birth to the Local Government Law of 1988, PNDC Law 207. It is instructive to note that in essence, the current law on Local Government in Ghana, Act 462 of 1993 does not depart significantly from that of 1988.

It is also important to note from a historical viewpoint, that the Economic Recovery and Structural Adjustment Programmes that were embarked upon by the PNDC in the early 1980's had an impact on Ghana's public administration system. The programmes led to administrative reforms and restructuring in the public sector. It was felt at that time the public administration system was too unwieldy and cumbersome and therefore not responsive to issues relating to development especially at local levels. There was therefore the need to decentralize the public administration system in order to engender growth and development in Ghana.

The decentralization agenda for Ghana was given a bolder focus with the promulgation of PNDCL 207 in 1988 to ensure bridging the wide gap between rural people and urban Ghana in terms of infrastructure development and basic development amenities, to address rural-urban exodus and to increase development initiatives at the sub-national (District) level for good local governance.

In Ghana, Decentralization is a national reform programme, and is supported by various legislative instruments; these include:

- ✓ The Republic of Ghana, 1992 Constitution,
- ✓ The Local Government Act 1993 (Act 462);
- ✓ The Local Government (Urban, Zonal and Town Councils and Unit Committees) (Establishment) Instrument 1994 (L.I. 1589)
- ✓ The National Development Planning Commission Act, 1994 (Act 479)
- ✓ Financial Administration Decree, 1979 (SMCD221), and the Financial Administration Regulations, 1979 (LI 1234)

- ✓ Legislative Instrument 1606
- ✓ Legislative Instrument 1630
- ✓ Act 54 of 1951

2.1.1 The 1992 Constitution

Article 240 (2) of the 1992 Constitution describes the features of the decentralization system and proviso to solicit the commitment of the people of Ghana to support the decentralized system of government and administration.

Article 241 (3) makes the District Assembly the highest political and administrative authority in the district and empowers it with deliberative, legislative and executive powers. Article 242 of the constitution also delineates the composition of the membership of the District Assembly.

It stipulates that 70% members of the district be elected through universal adult suffrage system, Members of Parliament representing constituencies in the District in Parliament, the Chief Executive Officer in the District, known as the District Chief Executive (DCE). The provision states that the other 30% of Assembly members be appointed by the President on the basis of their experience and specialized expertise. The assignment for this group at the district level is to administer and ensure the overall balanced and sustainable development of the district.

Article 252 of the 1992 Constitution provides for the establishment of a District Assemblies Common Fund (DACF); which shall:

- a. Be allocated annually by Parliament not less than five (5) percent of the total revenues of Ghana and payable in quarterly installments for development.
- b. Be distributed among District Assemblies on the basis of a formula to be approved by Parliament and,
- c. Be administrated by a District Assemblies Common Fund Administration.

Act 455 was passed to establish the Common Fund. It defines the total revenue of Ghana for this purpose to mean *all revenue collected by or accruing to the central government other than foreign loans, grants, non-tax revenue and revenues already collected by or for District Assemblies under any enactment in force*. The object of the District Assemblies additional resources for development.

In the legislative provision, Article 254 of the Constitution also provides for supporting and strengthening decentralization at the grassroots by enacting law (L.I.1589) for the establishment of the Sub-District structures. The Article also prohibits Parliament from exercising any control over the Assemblies that may be inimical to their decentralized status. The Sub-District political /administrative structures are subordinate bodies of the District Assemblies. They perform functions assigned to them by the Instrument setting up the Assemblies, or delegated to them

by the Assemblies. They are constituted by the Sub Metropolitan, District Councils, Urban, Town, Zonal, Area Councils and Unit Committees.

2.1.2 The Local Government Act, 1993 (Act 462)

Act 462 has been established by Parliament under the authority of Article 240 (2), (a) and (b). The Act regulates the local government system in accordance with the Constitution and to provide for other connected purposes under the system.

In addition, the Civil Service Law, 1993, (PNDCL 327) also supports the establishment of all the Ministries, Departments and Agencies including the Ministry of Local government and Rural Development (MLGRD). The MLGRD is the designated Agency of Government charged with the decentralization policy implementation in Ghana. For example, Parliament cannot enact any legislation, which seeks to abolish the decentralized system of governance established by the Constitution.

The Decentralization policy

- This devolves central administrative authority to the district level
- Focuses governmental authority in any given region, district or locality into one administrative unit through the process of institutional integration, manpower absorption, composite budgeting and the provision of funds for the decentralized services.
- Diverts the center of implementation responsibilities and transfers those responsibilities to the districts.

According to the Civil Service Law, 1993, (PNDCL 327) the Ministries including the MLGRD are expected to perform the following functions: -

- *Initiate and formulate policies based on the aspirations of the citizenry,*
- *Undertake development planning in consultation with the National Development Planning Commission, which is at the apex of the National Development Planning System and charged with the responsibility for ensuring consistency and continuity in the framing and execution of development policy for the entire country.*
- *Coordinate, monitor, and evaluate the performance of the Ministry / Sector.*

The main purpose of Act 462 is to establish the District Assemblies, strengthen and deepen decentralization. This intention has been spelt out under Section 3(2)) of Act 462. Section 3(3) of the Act also supports the Legislative Instrument 1589 which set established the Sub-District political / administrative structures.

The functions of the District Assemblies have been clearly tabulated in details under Sections 10 sub-section 6 to 9 (See Appendix 1). The various qualities /qualifications of an assembly member and conditions for retaining or losing membership are detailed in the sub sections 6 to 9 and section 10.

Part II of Act 462 explicitly talks about Planning functions of the District Assemblies (See Appendix 2). These functions are very vital in the whole process of decentralization implementation including decentralized administration. These planning functions of the District Assemblies have enabled them to establish strong links between the District Assemblies and the National Development Planning Commission (NDPC) in the national development planning function and the need to build and enhance the capacity of District Assemblies. This Part of the Act also discusses the linkages between District Assemblies, Regional Coordinating Councils (RCCs) and Central Management Agencies (CMAs).

The Regional Coordinating Councils (RCCs) key roles are to ensure effective co-ordination of development activities in the regions. Among others, these functions include the formulation of District Development Plans, the approval of building bye-laws, the issuance of building permits and the approval of development permits.

2.1.3 L. I. 1589

This Instrument, which is a law which came into force in January 1994 established the sub-national structures below the districts namely Urban, Town, and Area Councils as well as the structures of Local Government Administration, membership and tenure of office of officials of the sub-structures (i.e. Urban, Town and Area Councils) including their functions.

2.1.4 The National Development Planning Commission Act 1994 (Act 479)

The establishment of the Commission is supported by Article 87 of the 1992 Constitution. The key functions of the Commission are also indicated under Section 2 of this Article and supportive of the decentralization process. The National Development Planning Commission is at the apex of the National Planning System and it is charged with the responsibility for ensuring consistency and continuity in the framing and execution of development policy for the entire country. It prescribes the format of District Development Plans. Also, all proposed District Development Plans must be submitted to the Commission for approval.

This Article again relates the planning functions of the District Assembly to the Commission and indicates the need for cooperation between them.

2.1.5 Financial Administration Decree, 1979, (SMCD221) and the Financial Administration Regulations 1979 (LI 1234)

These legislative instruments empower the Ministry of Finance to influence and support the decentralization implementation process in Ghana. It is under the authority of the Constitution as well as SMCD221 that Annual budgets are prepared by Ministries, Departments and Agencies (MDAs) and District Assemblies (DAs).

2.1.6 Other Laws

It is an acceptable fact that not all laws support or are clear on the support of the decentralization implementation process, on the contrary, in other words, the laws referred to above go against the decentralization policy which seeks to integrate the functions of education and forestry into the District Assembly system there are some laws, which undermine the process.

The L.I 1589 provides the framework for the establishment of each District Assembly and also describes the Sub-District political / administrative structures under them.

Coupled with that, the effect of the Ghana Education Service Act, 1995, the Forestry Commission Act, 1999, among others and their creation is that the very persons, who by Schedule 8 of Act 462, were supposed to have lost their original identities and moved into the District Assembly and Local Government Service (envisaged) are re-appropriated, and hence their allegiance to the assembly remains doubtful. The Civil Service Law, 1993 PNDC L 327 defines the roles of the Central Government Ministries and the District Assemblies within Ghana's public administrative system. The Ministries are to assist the Government in the initiation, formulation and monitoring and evaluation of policies, whereas the District Assemblies have been charged with the task of policy implementation.

The LI indicates the size and membership of the assembly according to the number of electoral areas based on the number of elected and appointed members. The LI further sets out the functions of the District assemblies with reference to PNDC Law 207.

Act 455 of 1993 establishes the District Assemblies Common Fund (DACF). This Act indicates that Parliament shall allocate not less than five percent (5%) of national revenue to the District assemblies quarterly in advance. Act 455 of 1993 also makes provision for the appointment of the common Fund Administrator.

Other legislations include the National Development Planning Commission Act, 1994 (Act 479) and the National Development Planning Systems Act, 1994 (Act 480) and the Local Government Act 1993, Act 462.

2.2 Citizen Participation

The expectation by the citizenry regarding their involvement in decision-making process of the District Assemblies is increasing. People are likely to form thought-out opinions when they have had the opportunity to discuss the merits and demerits of an issue. These opinions will ultimately lead to better decisions.

Citizen participation has the potential to galvanise public support and acceptance for the many things that the District Assemblies (DAs) do. It can improve relationships between the D/As and the communities they serve, promote democratic values and increase citizen participation skills, facilitate greater co-operation in implementing decisions and plans, improve the transfer of information or communication between the District Assemblies and their Communities.

It appears that it is in the recognition of the numerous benefits to be derived from citizen participation/public involvement in decentralization that some legislative provisions have been made in the Local Government Act (Act 462) and other laws in pursuit of that purpose.

The following provisions in Act 462 are instructive:

a) **Election**

Elections to the District Assemblies and Unit Committees are held every four (4) years. The holding of elections on a regular basis and by universal adult suffrage makes it possible for the citizens or the public to determine who their elected representatives should be at any time particular and to change them if they deem it fit to do so.

b) **Power of Recall**

The electorate within an electoral area has the power to revoke the mandate of their representative in the District Assembly (the Assembly member/Councillor) by petitioning the Electoral Commissioner to that effect. A process is then set in motion, which may lead to the recall of the member. So far, this opportunity has not been exercised. It does not suggest in the least that the performance of every District Assembly Member has been satisfactory over the years. The procedure is cumbersome and expensive and in addition the public cannot be said to be very much aware of the provision or the process.

c) **The District Assembly Member**

The member is required by the law to maintain close contact with his electoral area, consult his people on issues to be discussed in the District Assembly and collate their views, opinions and proposals; present the views opinions and proposals to the District Assembly; meet his/her electorate before each meeting of the Assembly and report to them the general decisions of the Assembly;

maintain frequent liaison with organized productive economic groupings and other persons in the District etc.

These are, among other things, the duties of the Assembly member. If these duties were properly, effectively and efficiently performed, citizen awareness, interest and participation in decentralization would increase. However, the Assembly member is constrained by resources to discharge these well-meaning duties. The effect is that some Assembly members scarcely meet with their communities resulting in apathy on the part of the communities in the work of the District Assemblies.

d) **The Appointing System**

In Ghana, 30% of the membership of the District Assemblies is appointed by the President in consultation with traditional authorities and other interest groups in the district.

The appointing power, if well exercised, by really involving the traditional authorities and interest groups in the selection of the "Government Appointees" encourages public/citizen participation in decentralization. That is, if political patronage will not be allowed to override all other considerations in the appointments.

e) **Development Planning**

The policy on development planning in Ghana encourages the bottom-up approach to development planning by which planning is initiated at the community level and harmonized at the District and National levels. Public hearing, a means to obtain input from the masses is required both at the community and district level. "A District Planning Authority shall conduct a public hearing on any proposed district development plan and shall consider the views expressed at the hearing before the adoption of the proposed district development plan".

These provisions are clear indications that systems have been provided in development planning for citizen participation but as to whether or not the provisions are followed is another matter altogether.

Citizen participation in the development planning decision-making process in Ghana seems to be on the lower side/below average. It is largely limited to voting at elections every four years.

Unlike some jurisdictions where citizen participation permeates almost every facet of local governance in Ghana, the public seem to have little influence or no influence at all in the passage of bye-laws, preparation and approval of district budgets, zoning and rezoning (land use control) etc since no public hearings are conducted on these matters and especially so since the public is not entitled to

make direct contributions during deliberations at District Assembly meetings. The presumption is that the views, opinions and proposals (inputs) from the public are catered for by their representatives. However, this not normally the case for reasons espoused earlier.

The general understanding of the decentralization process by the local community or population is not quite appreciable. They continue to look up to the centre (central government) to solve many of their problems even though the District Assemblies by law are responsible for the overall development of their areas of jurisdiction. There is the need to mount sustained civic education and awareness creation amongst the local populace to expose them to the ideals of Decentralization and to enhance their understanding of the processes.

- *Proposed reforms*

The President of Ghana, one of the architects of the local government system and therefore the present decentralization system is expected to continue from where the NDC government left off.

With the passing of the Local Government Bill soon by Parliament, it is anticipated that the line ministries (education, health agriculture to mention but a few) will transfer staff and requisite finances to the assemblies. The assemblies are now going to hire and fire staff and this will ensure total loyalty and efficiency within the districts assemblies.

It is also anticipated that all DCEs will be elected and the District Assemblies Common Fund increased from 5% to 7 1/2 % by the end of 2004.

- *Miscellaneous*

Currently, even though none of the local government law assigns traditional rulers with specific roles, traditional leaders are accorded prominent roles in the local government set up. The administrative areas of some District Assembly have generally been carved out of areas of jurisdiction of traditional authorities. Places are reserved for them within the assembly and on the Regional Coordinating Councils.

Traditional rulers beat the gong-gong for assemblies to ensure maximum attendance during communal labour; Contribute to the resources of assemblies through land revenue, provide one avenue for the preservation of customs and culture, declare or interpret customary laws and act as the liaison between local communities and local government units

- *Conclusion*

Decentralization and Local government in Ghana is provided for in the 1992 constitution. The policy of decentralization has been pursued from pre-independence era but gained prominence and active bite in 1988. The system is vertically integrated with the Regional minister and the District Chief Executive appointed by the president. The DCE manages the day-to-day administration of the district assemblies.

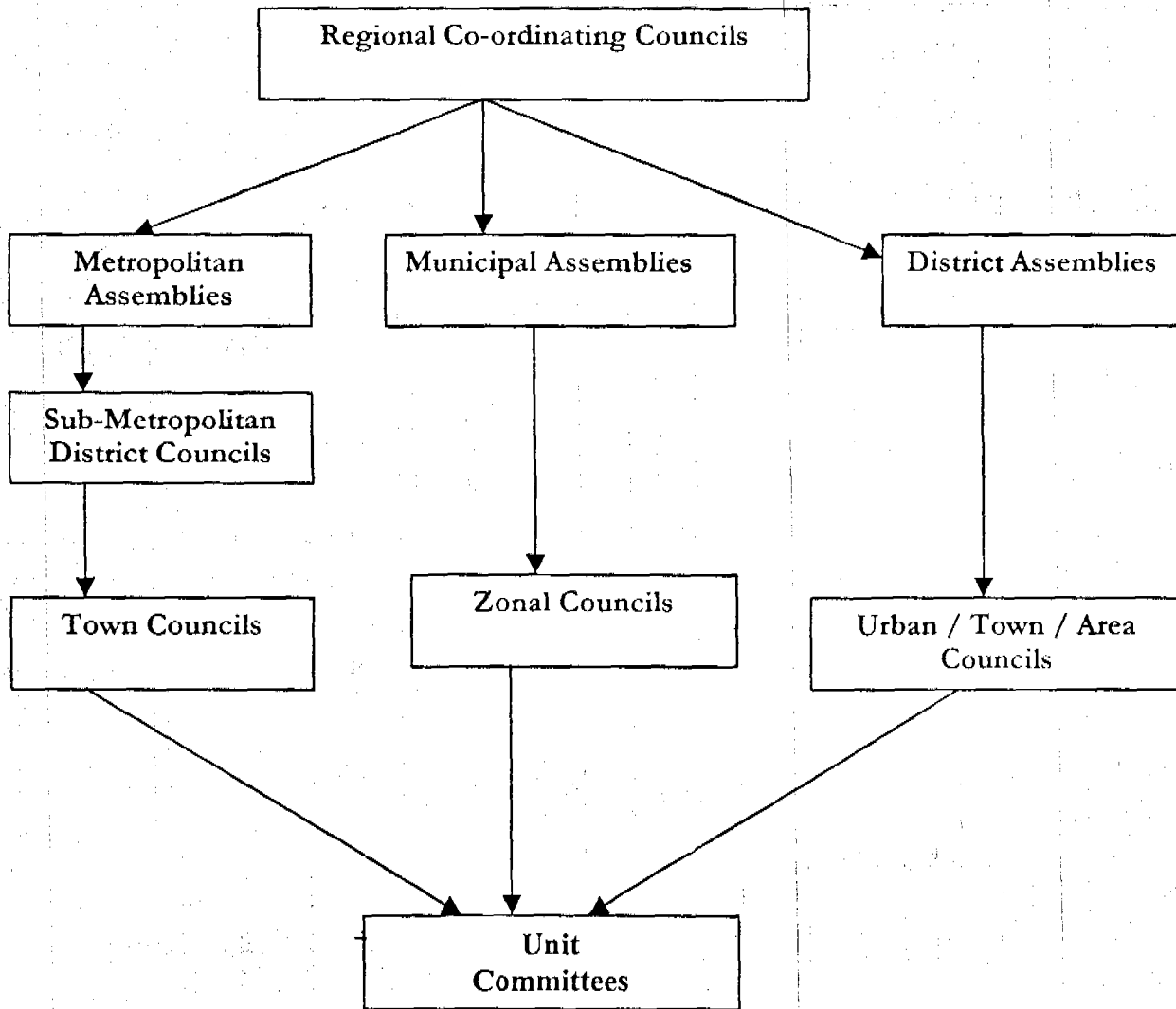
Local government finances are largely based on the DACF and assemblies own internally generated funds.

The non-partisanship of the assemblies does not reflect on the ground. The DCE being appointed by the President is seen as a political object, the MP also with a political background and the 30 % government appointees make the non-partisanship of the District Assemblies a mirage.

2.3 Local Government Actors

Diagram 1

- *The New Local Government System-Ghana*



2.3.1 The key Actors in Local Governance

The Local Governance system is being supported by key actors at the Metropolitan, Municipal and District Assemblies level. The following are the key actors:

- *Presiding Member*
- *Chief Executive*
- *Coordinating Director*
- *Sub-committee chairpersons*
- *General Assembly as a legislative body.*

- *District Planning Coordinating unit.*
- *Decentralized departments*
- *Finance and Administrative Sub-committee*
- *Development Planning Sub-committee*
- *Zonal, Urban, Area, Town Councils and Unit Committees*
- *Member of Parliament*
- *Social Services Sub-Committee*
- *Women Affairs Sub-Committee*
- *Justice and Security Sub-Committee*
- *Works Sub-Committee*
- *Traditional Authorities*

The roles and responsibilities of these key actors are elaborated in the matrix under section 2.3.1 following.

2.3.1 Role/ Functions and Responsibilities of key Actors involved in the Local Government

Key Actors	Roles / Functions	Responsibilities
<p>Presiding member</p>	<p>Section 17 of Act 462 empowers the Presiding Member of the District Assembly to chair meeting of the Assembly. His election is done by the district and supported by two-thirds of the majority of all members of the assembly.</p> <p>He/She serves as the chairperson of the Complaints and Public Relations sub-committee.</p> <p>Internal audit reports are submitted to him/her to act upon.</p> <p>He ensures that, the mandatory functions of the District Assembly are conducted and coordinated in an effective and efficient manner.</p>	<ul style="list-style-type: none"> • Moderation of Assembly's deliberations • Has casting vote • Chairs DACF Credit Allocation sub-committee • Chairs Public Relations and Complaints sub-committee • Serves on the Assembly's Tender Board • Advises on the selection of appointed membership of Zonal, Urban and Town Councils (UTAs).

Key Actors	Roles / Functions	Responsibilities
<p>District Chief Executive (DCE)</p>	<p>The DCE is nominated by the President and must receive the approval of two thirds of the District Assembly sitting and voting. The District Chief Executive has the Coordinating Director similar to the role of the town clerk, as head of the civil service in the District.</p> <p>Section 20 (3) of the Act 462 sets out the functions of the District Chief Executive as being in charge of the day-to-day administration of the District.</p> <p>The DCE has dual allegiance, both to the central government as the appointing agency and to the District.</p> <p>The DCE represents the central government and is also the implementer of the district assemblies' decisions. He/She serves as the chairman of the Executive Committee and the District Tender Board.</p>	<ul style="list-style-type: none"> • Ensures that the vision of the district is achieved by: • Promoting Peace and Stability in the District for Development. • Enforcing the District Assembly's Bye-Laws and regulations for orderly governance. • Encouraging and mobilizing both human and material resources in the District for sustainable development • The prudent use of the District's Financial and Material resources. • Effective coordination of the activities of all Decentralized Departments/Development Agencies for harmonious development of the District. • Networking with development partners for assistance in development. • Presiding over the Executive Committee and the District Tender Board

Key Actors	Roles / Functions	Responsibilities
<p>Member of Parliament</p>	<p>Represents the constituencies in each district and is a member of the assembly without voting rights. He is an ex-officio member of the Assembly. He/her role includes:</p> <ul style="list-style-type: none"> • Serving as a link between the District Assembly and Parliament • Guiding the assembly on legislations passed by Parliament to ensure that such laws are not at variance with national legislation • Briefing the Assembly on proceedings in Parliament. • Playing advocacy for its constituents in Parliament. 	<ul style="list-style-type: none"> • Links Parliament and the Assembly • Guides Assembly on legislation passed by Parliament to ensure that bye-laws and actions are in order. • Gives them better information for advocacy and representation at national level. • Member of the District Tender Board.
<p>The District Coordinating Director (DCD)</p>	<p>The DCD is neither elected nor appointed. The DCD is a career civil servant. The DCD is secretary to the assembly and head of the District bureaucracy. He is an implementer of policies formulated by the District Assembly and not a policy maker.</p>	<ul style="list-style-type: none"> • Head of the District bureaucracy therefore, oversees implementation of Assembly decisions and plans • Secretary to the District Assembly Executive Committee • Secretary to the District Tender Board

Key Actors	Roles / Functions	Responsibilities
<p>Assembly Members</p>	<p>Section 16 of Act 462 spelt out the duties of assembly members.</p> <p>A Member has the power to revoke the appointment of DCE through vote of no confidence.</p> <p>They are decision makers of the Assembly.</p> <p>Assembly members are the representatives of their electorate.</p> <p>They have deliberative and legislative functions.</p>	<ul style="list-style-type: none"> • To ensure freedom of speech and debate in communities to tease out development aspirations and programmes/projects. • Propagate District Assembly policies in communities. • Attend and deliberate on District Assembly development issues at Assembly sittings. • Promote the interest of the Assembly.
<p>Sub-Committee Chairperson</p>	<p>The chairperson is expected to foster implementation of Assemblies policies and laws that directly related to the core mandate of the sub-committee working closely with relevant technical Decentralized departments within the district as well as other sub-committees.</p>	<ul style="list-style-type: none"> • To call and chair sub-committees meetings • To ensure assigned tasks to sub-committees are efficiently executed. • To advice the General Assembly on issues specifically relating to the core mandate of the Sub-Committee. For example Revenue target and Expenditure control by Finance and Administrative Sub-committees.

Key Actors	Roles / Functions	Responsibilities
<p>Sub-Structures (i.e. Zonal Urban, Town and Area Councils)</p>	<p>The functions of the substructure are set out in LI 1589, which established them. The substructures within the Assembly do not have any legislative or rating authority.</p> <p>The sub-structures are composed of representatives of the District Assemblies. The Urban, Town and Area Councils (UTAs) are composed of five representatives of the Assembly and ten representatives of the Unit Committees. They undertake delegated task by the District Assemblies.</p>	<ul style="list-style-type: none"> • To ensure day-to-day- administration of the area. • To arrange revenue collection contracts with the District Assembly. • To prepare annual budgets of revenue and expenditures. • To implement Schemes for economic development and social justice as may be entrusted to them by the District Assembly • To maintain Bank Accounts
<p>Traditional Authorities</p>	<p>The Constitution and various legislations on local government give traditional authorities minimal responsibilities with little or no recognition of their leadership in central or local government in decision making.</p> <p>To empower the traditional authorities for greater responsibility in local development and to provide checks and balances for good governance, the government reserves 30% of the members to be appointed by the President in consultation them and other interest group in the District.</p>	<ul style="list-style-type: none"> • To support local development under their jurisdiction. • To support the new local government system to enhance sustainable development.

Key Actors	Roles / Functions	Responsibilities
<p>The Executive Committee</p>	<p>The highest decision making body of the Assembly. It is composed of the chairpersons of its all sub-committees Ensures that policies and plans of the Assembly are executed in an efficient and effective manner.</p>	<ul style="list-style-type: none"> • To ensure that sub-committees are set up to deal with pertinent issues of the Assembly. • To regulate laws and bye-laws of the Assembly. • To promote overall development of the District.
<p>Development Planning Sub-committee</p>	<p>To assist in the formulation and oversee the implementation of the District Assembly's Medium Term Strategic Socio Economic Development Plans</p>	<ul style="list-style-type: none"> • To oversee the identification of economic resources/potential of the district. • To supervise the development of information base on district resources. • Supervises the formulation of a Medium Term District Assembly Socio-economic Strategic Plan. • To supervise the identification of opportunities and constraints for the exploitation of District resources. • To consult with other sub-committees and the private sector for the implications the proposed district plan may have on other sub-committees' plans. • To Submit the plans to the Executive Committee for harmonization

Key Actors	Roles / Functions	Responsibilities
Finance and Administrative Sub-Committee	To provide a policy and strategic framework for effective and prudent utilization of District Assembly economic resources as well as sound and efficient financial management	<ul style="list-style-type: none"> • To facilitate the efficient management of the District Assembly's finances. • To examine the financial position of the Assembly and identify strategies to ensure judicious utilization of available resources. • To assist in the Development of the District Assembly's Budget and Fee fixing Resolutions. • To assist in the judicious management of the District Assembly Common Fund and other sources meant for the development of the district. • To help in the management of assets and liabilities of the District Assembly. • To help in the generation of funds for Development. • To monitor and evaluate District Financial flows.
Social Service Sub-Committee	To initiate, facilitate, coordinate and manage all social services of the District Assembly.	<ul style="list-style-type: none"> • To promote formal and informal education in the district • To assist the District Assembly in the promotion and implementation of Health, Social Welfare and general social conditions of people.
Justice and Security Sub-Committee	To promote peace and ensure stability in the District as a whole.	<ul style="list-style-type: none"> • To coordinate the activities of all security agencies in the District • To attend to all complaints and petitions within the District
Works Sub-Committee	To establish a framework for ensuring and promoting efficient physical development works in the District.	<ul style="list-style-type: none"> • To monitor and supervise all civil works in the District. • To regulate and ensure that proper procedures are followed in the award of and execution of works in the District.

Key Actors	Roles / Functions	Responsibilities
Women Affairs Sub-Committee (Where it exists)	To provide a framework for women involvement in the development of the District.	<ul style="list-style-type: none"> • To initiate policies for enhancing effective women participation in the District. • To coordinate, monitor and review women activities towards economic enhancement in the District.
Decentralized Departments	To Serve as Technocrat/expertise base for the District and support District Assembly's balanced development through the provision of advice and active participation during implementation of District Assembly socio-economic development programmes, projects and activities.	<ul style="list-style-type: none"> • To assist in the planning and implementation of the programmes and activities of the District Assembly. • To develop, manage, and update database in their various departments for the district. • To monitor and Evaluate programmes, projects and activities in consultation with District Assembly • To present quarterly and annual reports on programmes and activities to the District Assembly • To serve as a link between Regional Ministries/departments and District Assembly.
District Planning Coordinating unit (DPCU)	Serves as Technical wing of the District Assembly through the formulation, development integration, management and monitoring of District Assembly Development Plans and programmes to ensure prudent use of Districts resources, potentials for sustainable and balanced development.	<ul style="list-style-type: none"> • To develop, implement, monitor, and evaluate Districts MTDP and Annualized Plans. • To design Economic Development Strategies and profiles of investible potential in the District. • To develop strategies for efficient use of Information Technology (IT) in their working system. • To develop, manage, monitor, and update the district database. • To integrate District Departmental plans and programmes into a composite District Development Plan. • To feed the District Assembly through

		<p>the Executive committee with monthly, quarterly and annual reports on Development activities and their status in the district.</p> <ul style="list-style-type: none"> • To monitor and evaluate District and sub-district programmes and projects to ensure prudent use of resources. • To coordinate and harmonize NGO's programmes/activities in the districts to ensure balanced development.
<p>General Assembly as a legislative body</p>	<p>Initiate, deliberate, legislate and execute programs that would ensure overall development of the District</p>	<ul style="list-style-type: none"> • To ensure the overall development of the district and the preparation and submission through the R.C.C. for approval of the District development plan to the NDPC. • To formulate and execute plans, programmes, and strategies for the effective mobilization of the resources necessary for the overall development of the district. • To promote and support productive activity and social development in the district and remove obstacles to initiative and development. • To initiate programmes for the development of basic infrastructure and provide municipal works and services in the District. • To ensure the development, improvement and management of human settlements and the environment in the District. • To initiate, sponsor or carry out such studies as may be necessary for the discharge of any other enactment.

Key Actors	Roles / Functions	Responsibilities
<p>Other Actors</p>	<p>Other actors, which are not mentioned by law but play an important role in Local Government, include:</p> <ul style="list-style-type: none"> • The media, • Civil society organization and, • The public. <p>The media Provide avenue for the public to raise issues on local governance. Activities of these actors promote check and balances in the system.</p>	<ul style="list-style-type: none"> • Propagate information on decentralization • Promote good governance at all level of the process and among actors. • Provide positive criticism and inputs into the decentralization process. • Support all decentralization activities and implementing agencies.

CHAPTER THREE

3.0 GOVERNMENT STRUCTURE/FRAMWORK OF DECENTRALIZATION AND LOCAL GOVERNMENT

This section of the report deals with the following issues;

- An overview of the role, functions and responsibilities of the levels of government, associated with the Decentralization process.
- The issues facing the Decentralization programme/challenges.
- The programmed framework for Decentralization implementation.
- The specific role, functions and responsibilities of the Ministry responsible for Local Government.
- The administrative Decentralization process.
- The process for transferring resources and competencies.

3.1 Overview of the Roles, Functions and Responsibilities of the Levels of Government Associated with the Decentralization process. *in Ghana*

(Discussion)

For the purposes of this Country Profile Report, the levels of Government associated with the Decentralization process are:

- The Ministry of Local Government and Rural Development.
- The Regional Coordinating Councils.
- The Metropolitan, Municipal, and District Assemblies.
- The Sub-District Structures.

The functions and responsibilities of the above-mentioned structures have been presented in the power distribution matrix format. *below*

3.2 Power Distribution Matrix Format

Level	Role	Functions And Responsibilities
(1) Ministry of Local Government and Rural Development	Coordinating Secretariat of the Decentralization/Local Governance Programme	<ul style="list-style-type: none"> • Provides Policy Direction on Decentralization/Local Governance Programme • Formulates, Implements, Monitors, Coordinates Reform Policies and Programmes to Democratize Governance and Decentralize the Machinery of Government. • Energizes Local Governments to serve effectively as Institutions for Mobilizing and Harmonizing Local Resources for Local Administration and Development. • Facilitates the Development of Human Settlements through Popular Participation. • Improves the Demographic Database for Development, Planning and Management. • Sector Evaluation • Involved in National Projects
(2) Regional Coordinating Councils	Administration and Co-ordinating Bodies	<ul style="list-style-type: none"> • Harmonization, Coordination and monitoring of Policies and Programmes of District Assemblies • Planning at the Regional Level to Integrate all Departmental Programmes in the Region • Allocate to the Districts in the Region as Appropriate • Public Funds, under Estimates approved by the Council and Grant-in-Aid to the Districts in the Region

Level	Role	Functions And Responsibilities
(3) Metropolitan, Municipal and District Assemblies	Pivot of Administrative and Developmental Decision – making in the Districts and the Basic Units of Governmental Administration	<ul style="list-style-type: none"> • Responsible for the Overall Development of the District • Ensure the Preparation and Submission through the Regional Coordinating Council for the Approval of the District Development Plan to the National Development Planning Commission and Budget to the Ministry of Finance. • Formulate and Execute Plans, Programmes and Strategies for Effective Mobilization of the Resources necessary for the Overall Development of the District • Promote and Support Productive Activity and Social Development in the district and remove any Obstacles to Initiative and Development • Initiate Programmes for the Development of Basic Infrastructure and provide Municipal Works and Services in the District • Be Responsible for the Development Improvement and Management of Human Settlements and the Environment in the District • In Co-operation with Appropriate National and Local Security Agencies, be Responsible for the Maintenance of Security and Public Safety in the District • Ensure ready access to the Courts and Public Tribunals in the District • Initiate, Sponsor or carry out such Studies as may be Necessary for the discharge of any of the Functions conferred by the Act or any other Enactment • Perform such other Functions as may be provided under any other Enactment

Level	Role	Functions And Responsibilities
(4) Sub-Metropolitan District Councils	Subordinate Bodies of Metropolitan Assemblies	<ul style="list-style-type: none"> • Day-to-Day Administration • Management of Services • Perform Functions assigned to them by instruments setting up the Assemblies • Perform Functions Delegated to them by the Assemblies
(5) Urban/Zonal/Town /Area Councils	Subordinate Bodies of Assemblies	<ul style="list-style-type: none"> • Day-to-Day Administration • Management of Services • Perform Functions Assigned to them by the Instruments Establishing the Assemblies • Perform Functions Delegated to them by the Assemblies
(6) Unit Committees	Base Structure of the Local Government System	<ul style="list-style-type: none"> • Public Education • Organization of Communal Labour • Revenue Mobilization • Ensure Environmental Cleanliness • Registration of Births and Deaths • Implementation of Self-Help Projects

3.3 Issues Facing the Decentralization Programme/Challenges

Ghana embarked upon a Local government Reform and Decentralization Programme in 1988, under the Provisional National Defence Council (PNDC) Government. The PNDC passed Local Government Law 207, in 1988, to put the reform programme in place.

The principal reason behind the reform programme was the devolution of power and responsibilities to the local government bodies (District Assemblies), to promote local development and improve the standard of living of the population in a sustainable manner, through local democracy and good governance.

Ghana's 1992 Fourth Republican Constitution reaffirmed the commitment made by the PNDC to Decentralization and it contains the most explicit and comprehensive Statement of Principles yet on the local government system and a Decentralized form of government. (Chapter 20, 1992 Fourth Republican Constitution).

Subsequently, several legal provisions have been enacted to strengthen the Decentralization programme. These include;

- The Local Government Act 462, 1993 which replaced PNDCL 207 of 1988.
- The District Assemblies Common Fund Act 455, 1993 which provides the framework for the disbursement of the constitutional provision of not less than 5% of the total revenue of Ghana to the local authorities for development, disbursed quarterly in advance.
- The Civil Service Act, 1993.
- The National Development Planning Commission Act 479, 1994
- The National Development Planning System Act 480, 1994.
- The Local Government (Urban, Zonal, Town and Area Councils and Unit Committees) Establishment Instrument (LI 1589)

However, in spite of all the above measures and the commendable successes that have been chalked by the local authorities since 1988, several problems still confront the implementation of the Decentralization laws and programme. Some of these are presented below;

a. Over-ambitious Functions of the District Assemblies

The allocation of about 85 functions to the District Assemblies is seen as a contributory factor to their inability to enhance effective governance and development.

This Statutory allocation to the various local authorities failed to give due regard to the capabilities of the individual Assemblies to carry out their allocated functions. There is no hierarchy of functions, no clear statement that function 'A' is more important than 'B' or at least that function 'A' should be performed or achieved before embarking on function 'B'. The multiplicity of functions presents the Assemblies with the message that everything must be done at the same time.

The multiplicity of functions transferred without a corresponding reference to

- a. The capabilities of the Assemblies therefore puts a lot of strain on their budgets, since there is no indication as to what functions should command the greater attention in what Assembly. The Law on local government in Ghana, Act 462 of 1993, should have found a way of transferring functions and powers to the Assemblies with due regard to their generic capabilities (the main functions of the Assemblies have been presented as (Appendix 2)

b. Poor Financial Management

Despite the existence of statutory control measures, the Auditor-General's Annual Reports on the District Assemblies indicate that there are several malpractices inherent in the District Assemblies' financial management system. Corruption and poor accounting practices are core financial management problems in the Assemblies. The Reports usually cite inadequate internal controls, misappropriation, the non-delivery of goods paid for, and irregularities in the award of contracts as some of the shortcomings of the District Assemblies.

c. Ill-Equipped Sub-District Structures

The sub-district structures (Sub-Metropolitan Assemblies, District, Urban, Town, Zonal and Area Councils and Unit Communities), constitute a very closely-knit network of secondary institutions to complement the District Assemblies in the performance of their social mobilization, day-to-day public administration and development activities, as well as the implementation functions. Unfortunately however, most of the sub-district structures are relatively ill-equipped to undertake the bottom-up processes involved in participatory and integrated development planning and community governance. A related problem is the lack of a reliable data-base for planning and resource mobilization at the district and sub-district structures

d. Inability to Mobilize Sufficient Local Revenue

Most of the District Assemblies have not been able to undertake adequate development projects in the communities from their own internal financial resources due to their inability to maximize revenue sources available to them. The inability of the Assemblies to devote substantial portions of their revenues to capital expenditure constitutes a major worry.

e. Shortage of Managerial/Technical Personnel

The majority of the Assemblies are still faced with an acute shortage of managerial and technical personnel. The departments that fall under their supervision do not exist but even where they do exist, the capacity of the staff to face challenges of local governance and development is weak. At the moment, the Assemblies do not have the legal power to hire or fire staff, especially core professional/technical and administrative staff. That is why it is important to legislate the proposed Local Government Bill into Law.

When enacted, this Bill shall empower the local government bodies to handle operational issues related to their staff. The Bill will also integrate departments and agencies which are supposed to provide the bureaucracies of the Assemblies into the local authorities.

f. Political Interference

Even though local government under Decentralization is supposed to operate under the principle of autonomy, it must be recognized that in practice, there are several points along the line in which central government must of necessity come in to ensure that the right things are being done.

Local government does not mean the total abdication of responsibility by central governments in matters affecting the localities. The problem however arises, when governments use such important control measures patronizingly in order to consolidate their hold on power, or gain financial and other favours at the expense of fair play and efficiency. For example, evidence on the ground suggest that in some cases, contracts are awarded upon instructions from ruling parties to party members, procurements come

from party bosses, whilst resources of the local authorities are used for political party functions and other inappropriate activities.

A classic example is what has happened to the District Assemblies Poverty Alleviation Fund. In 1997, the then Government the National Democratic Congress (NDC), ordered that 20% of the constitutionally – mandated District Assemblies Common Fund (the 1992 Fourth Republican Constitution provides that not less than 5% of Ghana's annual national budget, minus foreign loans, should be transferred to the District Assemblies according to a formula approved by Parliament), should be set aside by the Assemblies for poverty alleviation, especially in the rural commodities. Elaborate guidelines were developed for the management of the Fund by the Assemblies. At the implementation stage, these guidelines were thrown overboard. It turned out that most of the beneficiaries of the loans were party sympathizers who were not qualified. Naturally, loan recovery by the Assemblies has become an almost impossible task.

g. Abuse of the Appointive Principle to the District Assemblies

A novelty abuse of partisan central government system, being super-imposed on a non-partisan local government system is being practiced under Ghana's Decentralization programme. If the Central Government, in appointing especially the District Chief Executive (Mayor), and the 30 per cent of the District Assembly membership, "packs" the Assemblies with party sympathizers and friends, the local government system is likely to run into trouble. Indeed, evidence on the ground sometimes appears to support this concern. Some appointees to the Assemblies lack the requisite knowledge, professional expertise and skills that could benefit the Assemblies in bringing development to the people.

h. Conflicts Among the Principal Actors

A major challenge, which faces the District Assembly concept in some districts, is conflicts among the various key actors in the process. For example, between District Chief Executives, Members of Parliament, Presiding Members, Assembly Members, Bureaucrats, Chiefs, the Youth among others. Some of these conflicts have even on occasions, led to bloodshed and the loss of property. They thus go a long way in retarding the effective and efficient development of the districts.

i. Lack of Integrated and Fused Administrative System

The smooth integration of the so-called Decentralized departments into the local government system has not been achieved and this constitutes a major problem in the establishment of district level bureaucracies. There is double allegiance of staff of these departments to their national and regional offices who continue to recruit and pay them, and the District Assemblies.

In the same vein, the implementation of sectoral programmes, including donor - supported projects at the district level without reference to the Assemblies, creates problems for effective, integrated and coordinated development.

Apart from the above challenges confronting Ghana's Decentralization and local government programme, in terms of implementation, there are a number of unfinished businesses that need to be addressed. These include:

- **Fiscal Decentralization.** Though modest successes have been chalked in the area of fiscal decentralization, the issue of full and complete fiscal Decentralization is yet to be resolved. Among issues outstanding are the Decentralization of the Recurrent Budget and the introduction of District Composite Budgets.
- **Establishment of a Local Government Service.** Act 462 envisages a Local Government Service to be established by an Act of parliament. The Bill to that effect is already before Parliament. The passage of the Bill into Law is very crucial, since it will deal with very strategic issues, including the non-Decentralized integration of the so-called departments into the local government system.
- **Establishment of a Local Government Service Act**
As has already been mentioned elsewhere in this report, the objective of the proposed service is to assist the local authorities in Ghana in the formulation, implementation, monitoring and evaluation of their policies, through the provision of adequate and competent staff.

The establishment of the service is also seen as a practical fulfillment of the decentralisation programme in the area of the integration of designated departments and agencies into the District Assembly System.

Once this is done most of human resource management functions shall be undertaken by the local government bodies.

3.4 Programme Framework for Decentralization Implementation

In January 2003, the Ministry of Local Government and Rural Development came out with the latest Action Plan/Programme for Decentralization implementation in Ghana for the period 2003 – 2007.

3.4.1 Programme Goals

The goals of the proposed programme were identified as:

- To develop clear and consistent policies and strategies for decentralization
- To establish more sustainable and accountable institutions of local governance
- To develop and implement sustainable financial arrangements for Decentralized development.

- To harmonize capacity building measures in local governance and decentralization..

3.4.2 Strategic Directions / Objectives

Seven (7) strategic /objectives were identified, for the implementation of the programme. These were:

1. Strengthen political leadership and inter-sectoral collaboration to:
 - Expedite the establishment of a Presidential Advisory Committee on Decentralization.
 - Promote the involvement of Parliament in moving policy reforms forward.
 - Strengthen the inter-sectoral committee.
 - Develop mechanisms for the involvement of organized civil society in Decentralization dialogue and programme formulation and implementation.
 - Engage in the dialogue for electoral reform of the District Assemblies, including the election of District Chief Executives.
2. Enhance Decentralized Policy at the Ministry of Local Government and Rural Development (MLGRD):
 - Strengthen the Decentralization Secretariat at the MLGRD.
 - Support a more coherent policy dialogue mechanism aimed at reviewing and harmonizing policies on decentralization.
 - Develop detailed proposals for Decentralization Programmes and coordinate resource mobilization for these.
3. Enhance Decentralized Coordination, Monitoring and Evaluation at the Regional level to:
 - Strengthen the Regional Planning and Coordinating Units (RPCUs) at the regional Coordinating Secretariats.
 - Enable the RPCUs to undertake the monitoring of Development financing to Districts, as well as Poverty Monitoring.
 - Support the process of RCCs making inputs into Policies.
4. Assist and support the interface between civil servants and the District Assemblies' members/ sub-committees to promote accountable relations for decision-making:
 - Support a more coherent and harmonized system and process of capacity building at the district level.

- Promote the harmonized resource allocation for investment at the district level.
5. Improve Municipal Service Delivery especially those targeted at the poorest of the poor to:
- Support institutional refinement that allows services to be better coordinated, in particular, the Local Government Service Act that promotes greater accountability of service delivery institutions to the District Assemblies.
 - Focus on Sanitation institutions at the District Levels and support these to tackle serious sanitation and environmental health issues affecting the poor at the municipal and district levels
6. Strengthen Sub-District Structures, Popular Participation and Accountability of Local Governance to:
- Support refinement of the Legal framework for constituting Unit Committees and Area Councils to make them more representative and accountable.
 - Assist institutional strengthening at the Sub-District Levels
 - Support governance and decision-making interfaces between the Councils, the Administrators, and Civil Society
 - Promote peoples participation in decision-making at the lowest levels
 - Explore mechanisms for harmonized development resource allocation to the Sub-District Levels from the District Assemblies.
7. Establish Decentralized Financial Management and Accountability Systems to:
- Provide support to the Fiscal Decentralization process
 - Provide support for establishing minimum performance criteria for the allocation of the District Assemblies Common Fund, the Highly Indebted Poor Country transfer and donor grants for development.

The above action plan for Decentralization implementation between 2003 and 2007, places the implementation process within the context of the Ghana Poverty Reduction Strategy (2003-2005), which puts a strong emphasis on Decentralization reform as a means of enhancing peoples participation and responsive governance.

It must also be mentioned that since the inception of the programme in 1988, it has been implemented within the following focal programme strategy, logic and framework:

- Political decentralization, including the establishment and empowerment of local government structures, the demarcation of administrative boundaries, and the promotion of advocacy or popular participation of the people at the various levels of decision-making.
- Administrative decentralization, which entails decentralizing the machinery of government by restructuring the ministerial institutions transferring, defined functions and their related powers and resources to the local government bodies and ensuring an effective meaningful integration of sectoral programmes resources and assets into the Assemblies to promote co-ordinated development.
- Decentralized Development Planning and programme implementation that is participatory and integrated to ensure the active involvement of the population and service providers in the definition of development priorities and the implementation /management of development programmes.
- Fiscal Decentralization that will enable local governments gain access to national development resources for the implementation of development projects/programmes that have been prioritized in the district development plans, and to provide structures and identify processes for the effective management of such resources such as composite budget and a synchronized reporting system.
- Decentralized management of public - private partnerships in service delivery and economic promotion through the removal of obstacles to private sector development and the creation of an enabling environment that promotes the private sector as the engine of growth at all levels in the Decentralized system.

3.5 Specific Role and Functions of the Ministry of Local Government and Rural Development

Under Provisional National Defence Council Law 327 (PNDC L 327) Ministries in Ghana are created as the highest organizations for their Specific Sectors.

The Ministry of Local Government and Rural Development (MLGRD) being the Sector Ministry in charge of Decentralization plays the role of the Co-ordinating Secretariat of Decentralization and local government reforms.

Within the above role, the MLGRD has the following functions:

- Initiates and formulates policies
- Co-ordinates, monitors and evaluates the efficiency and effectiveness of the performance of the sector, including operational standards.
- Sets standards for the sector
- Promotes responsive and accountable governance at the local level
- Engages in training and human resources development
- Engages in research, data collection and information
- Principal advisor to the government on Decentralization and local government business.

3.6 The Administrative Decentralization Process

As has already been indicated, administrative Decentralization entails decentralizing the machinery of government, by restructuring ministerial institutions, transferring defined functions and their related powers and resources to the local governments, and ensuring an effective and meaningful integration of sectoral programmes, resources and assets into the District Assembly system so as to promote co-ordinated development.

The anticipated restructuring of central government ministries is expected to enable the national level focus on policy analysis and formulation, as well as the conceptualization of appropriate programmes for national development and the establishment of performance and operational standards. The regional level concerns itself with the harmonization, co-ordination and monitoring of policies and programmes. The district level is concerned with local level policy formulation within the context of national sectoral policies, planning, budgeting and implementing development programmes. The town level is responsible with the day-to-day administration and the management of services, while the unit committees are concerned with the mobilization for participation and the enforcement of decisions.

Administrative Decentralization also involves the Decentralization of the public bureaucracy by placing 22 departments under the District Assemblies to serve as the technical/professional arms of the local authorities. The Local Government Act of 1993, (Act 462), restructured the 22 departments into 16, 13, and departments of the Metropolitan, Municipal and District Assemblies respectively.

A proposed Local Government Service Bill to bring all the employees of the District Assemblies into the public service has as yet not been passed into law. Meanwhile, the Assemblies have limited powers of recruitment and discipline within the framework of the Civil Service Law (PNDC L 327) and its related legislation. However, these powers do not extend to the ministerial departments at district levels.

Some public agencies such as the Police, Electricity, Water, Highways, and Land Titling are not Decentralized even though the operations of the agencies

that provide these services do have far reaching implications for the District Assemblies.

Finally, a seemingly contradictory movement in the administrative Decentralization process is in relation to such services as Education, Health, Fire Service and Forestry Management, which have been decentralized, but have, at the same time, been incorporated into separate public services.

3.7 Processes for Transferring Resources and Competency

The Decentralization and local government programme in Ghana is envisioned to transfer functions, powers, means and competencies to the District Assemblies from Central Government Ministries and Departments.

In this regard various processes have been used to transfer the resources and competencies involved. These have included:

- a. Legal and Constitutional Processes, for example, Local Government Act 462 of 1993, the 1992 Fourth Republican Constitution and Legislative Instrument 1589, which provide the Legal and Constitutional Framework for Decentralization and local government.
- b. Administrative restructuring involving the redefinition of the roles, functions and structures of government institutions at the national regional and local levels by making the national level responsible for policy formulation, the regional level responsible for co-ordination, and the district level responsible for planning and implementation.
- c. Fiscal transfers in which provisions have been made for the transfer of revenues from central government services to the local authorities, for example, Act 455 which set up the Common Fund and in which five percent (5%) of total national revenue is transferred annually to the District Assemblies and paid on quarterly basis in advance to be expended on development projects.
- d. The proposed Local Government Service Act through which all the employees of the District Assemblies are to be grouped into one public service.
- e. Political Decentralization which has involved the re-demarcation of administrative boundaries, the establishment and empowerment of local government structures and the promotion of advocacy and popular participation at various levels of decision-making.

CHAPTER FOUR

4.0 THE LOCAL GOVERNMENT SYSTEM IN GHANA

The Republic of Ghana is a unitary state. The head of state is the executive president who appoints a vice president.

The 1992 constitution provides that the administrative system be decentralized. Following this, there are three levels of Government in Ghana; National, Regional and Local governments (District Assemblies). Ghana is divided into ten administrative regions. Each of the regions has a Regional coordinating council. The RCCs are headed by the respective regional ministers and comprised of district assemblies' representatives (the presiding members of District Assemblies and the District Chief Executives) and two representatives of the regional House of Chiefs. The main functions of the RCCs are to coordinate the policy implementation amongst the districts. The RCCs are an interface of the different spheres of Ghana (i.e. central and local government)

There are 110 Local authorities (District assemblies) in Ghana. Section 245 of the 1992 constitution and Act 462 states clearly the roles and functions of the District assembly. The Assemblies are responsible for the total development of the district. The District assemblies render services in areas of refuse collection, primary education, health care, planning and zoning, recreational facilities, drainage and sanitation among others in their defined geographic areas.

Background to local government in Ghana

In 1988, the Government of Ghana embarked on the implementation of a comprehensive policy to decentralize the system of Government with the enactment of the Local Government Law, 1988 (PNDC Law 207.)

The thrust of the policy has been to promote popular participation and ownership of the machinery of government by shifting the process of governance from command to consultative processes, and by devolving power, competence and resources/means to the district level. The initial implementation arrangements charged all Ministries, Departments and agencies (MDAs) to decentralize their operations and activities under the supervision of a Decentralization Oversight Committee placed under the Office of the PNDC Member and Chairman of the Committee of Secretaries. Later the Civil Service Law, 1993 (PNDC Law 327) designated the Ministry of Local Government and Rural Development as the secretariat for overseeing the implementation and monitoring of the decentralization process. The proposed Decentralization Oversight Committee is expected to be technical and advisory body created to facilitate and coordinate efficient and effective implementation of Decentralization policies in Ghana. It is higher than the Inter-Sectoral Committee mentioned in Chapter 1 and is to report directly to the President of the Republic.

Consequently, initial sixty-five (65) districts assemblies were established. Later, local government and decentralization were enshrined in the constitution. The ministry for Local Government and Rural Development Act was also passed to set up the Ministry.

The ministry's responsibilities among others include;

- a) Monitoring the effectiveness of local government and decentralization process
- b) Advising government on local government issues
- c) Promoting and administering local government training institutions
- d) Acting in advisory capacity to the district assemblies and approving by laws

The advisory and supervisory role of the ministry has led to the fixing of ceiling of ex-gratia awards for assembly members, basic rates among others by the Ministry.

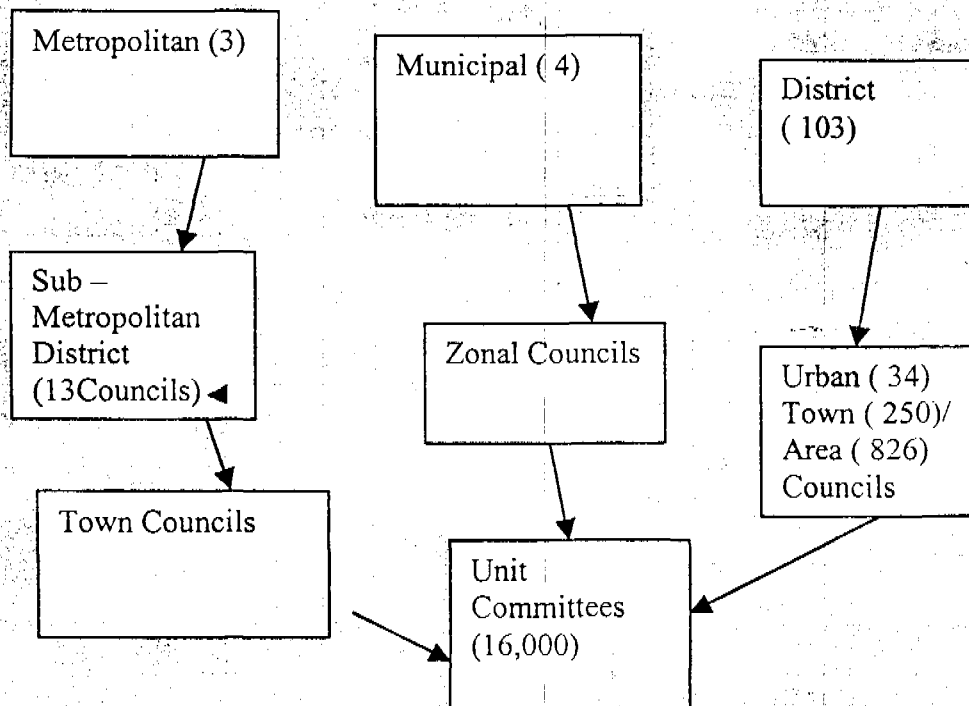
Local government organizational structure

The principal local government unit in Ghana is the district. The difference between the rural and urban district is that, the metropolitan assemblies are urban in nature with population more than 250,000. The municipalities are single town councils with populations of 95,000 and more. The district covers a wider geographical area with a mix of rural and urban towns. There are three metropolitan assemblies (Accra, Kumasi And Sekondi /Takoradi), four municipalities (Tema, New Juabeng, Tamale, and Cape coast) and 103 District Assemblies. The Metropolitan Assemblies structure is four tiered while the municipal and districts structures are three tiered (See Fig 1).

Distribution of local governments and population

Population sizes vary considerably within each principal unit of local government (District assembly). The three metropolitan assemblies and the regional capitals have large populations ranging from 1,500,000-1,657,856. Smaller districts such as Kadjebi district in the Volta region has the smallest population of about 52,849.

Figure 1



Democratic and political structure in the local government system

Elections to the districts are conducted by secret ballot using the first past the post system. By Law, local level elections are non-partisan. Individuals stand on their own merit without affiliation to any political party.

To qualify in elections you must be a citizen, 18 years old and must pay taxes and rates. Seventy percent of assembly members are elected and thirty percent appointed in consultation with interest groups in the district. Fifty percent of appointed members are to be women and the other fifty represent traditional authorities' among others. This provision has not been fully implemented by most assemblies.

(Table 2 shows the level of compliance of District Assemblies to the MLGRD Directive to all DAS to appoint 50% of women government appointees in 2003 District Assemblies)

REGION	% MALE	% FEMALE	TOTAL APPOINTED	NO.
Volta Region	68.98	26.85	216	
Northern Region	61.19	38.81	134	
Upper West Region	63.08	36.92	65	
Eastern Region	62.83	37.17	304	
Western Region	62.25	37.75	151	
Brong Ahafo Region	68.35	31.22	237	
Ashanti Region	61.99	32.10	271	
Central Region	64.32	35.68	199	
Greater Accra Region	63.06	36.94	1843	
Upper East Region	66.10	33.90	118	

Source: MLGRD

The term of office for assembly members is four years. Elections cannot be held within six months before national elections. Individual assembly members may be recalled by the electorate by section nine of Act 462 through a cumbersome procedure. A petition signed by twenty –five percent of the district electorate followed by a referendum. For referendum to be valid 40% of the electorate must participate and 60% majority of ballot cast must be in favour of removal of the assembly member in order to make it legally binding. Appointed members may be removed by the president. The term of office of the District Chief Executive is four years and cannot hold office after two terms. The DCE can also be removed either by the president or through a vote of no confidence by the assembly.

The substructures (UTAs) especially the unit committees are designed to enhance popular /grassroot participation in the process. However, out of the 16000 unit committees only 8000 or less are operational. In the 2002 local elections most of the unit committee did not have candidates to contest. In most places, no body filed for unit committee elections. A survey conducted by the National Association of Local Authorities of Ghana have shown high level of apathy towards unit committee elections.

The district assembly is required to meet at least three times a year. The maximum days for a particular meeting cannot extend beyond fourteen days. Due to financial implications, most assemblies sit for a maximum of three days at a particular meeting.

The functions of the District Assemblies have been clearly stated by Section 10 of Act 462. Total development of the districts and welfare of its people is the responsibilities of the district assembly.

The District assembly has statutory committees. These are the Executive committee, and sub-committees of the Executive committees. The District Chief executive chairs the Executive Committee and presents the committee's report to the assembly for approval. The assemblies are the highest decision making bodies and all decisions made on their behalf need their approval.

The sub committees deliberate over issues and make recommendations to the Executive committee to report to the general Assembly. The five other mandatory sub committees are; Development planning, social services, Works, Justice and security and Finance and administration. With the exception of the Presiding member, all assembly members must sit on at least one of each sub committee. The assemblies also have the power to establish other committee(s). Most assemblies have now formed Women and Children committee(s). District Assemblies are also mandated to form joint committees for any project in the interest of both parties. Such joint committee (s) must report to the Executive Committee of the assembly.

The District Chief Executive (DCE) is paid from the consolidated fund. Remuneration received by assembly members is supposed to be determined by each assembly. However, (in most case), the ministry gives guidelines for the payment of end of service awards. The assemblies however decide on sitting allowance for its assembly members. This is however guided largely by the financial strength of each assembly.

Local government staffing

The staff of the local government is recruited by the Office of the Head of the Civil Service (OHCS). The District assemblies, MLGRD and the OHCS have the power to hire, discipline and dismiss various categories of staff.

The District Assemblies hire subsidiary staff. Central government staffs are deployed to the local government level. The OHCS acts on behalf of the central government to recruit, promote, transfer and discipline these officials. To recruit staff, the District Assemblies have to produce manpower ceilings to the Management divisions of the OHCS so as to avoid bloating of the civil service. The current staff structure has led to divided loyalty on the part of the staff to the District Assemblies. It is envisaged that the passing of the Local Government Service Bill would address this problem. Among other things, the Local Government Service Bill seeks to regulate human resource management issues in the assemblies.

The District assemblies are however required by law to have a number of officers; the District Coordinating Director (DCD), District Finance Officer (DFO), District Development Planning Officer (DDO), internal audit and local government inspector. The typical staff structure in the District- bureaucracy has the DCD at the top and below him/her, directorates associated with the subcommittees of the executive committees. The UTAs have few staff such as one secretary, the accounts officer and typist.

Institute of Local Government Studies

To build the capacities of local government practitioners, the Institute of local Government studies was set up in 1999 to train district assembly members and staff. Course participants pay fees for the training sessions. The Institute specializes in the areas of Development Management, Local Governance and decentralization.

4.1 Analysis of Inter-Governmental Relations

Inter governmental relations is about relations between different levels of government that is central and local a government

4.1.1. Relationship between central and local government

Each district has a District Chief Executive who represents the central government and also manages the day-to-day administration of the district. The DCE is the first point of contact between the central government and local government. The DCE serves as an interface between the central and local government.

The local government association and government meet on adhoc basis. The association meets with officials and the minister for Local Government on an adhoc basis. The Local government association also serves on national steering committees related to specific sections.

The MLGRD holds regular biennial monthly meetings with all DCEs and annual conferences for all District Chief Executives and their regional ministers. This has been the major vehicle for inter-governmental relations.

Relations between central government and local government have been characterized by controls by the MLGRD. Some of these controls have been financial, legislative or administrative. For example,

- The District Assemblies require approval from the Minister of Local Government to borrow money to finance its activities. The Minister is also empowered by the Local Government Act to issues financial directions and rating guideline to the District Assemblies.
- By-laws passed by the District Assemblies require the approval of the minister to be valid. These and many other controls or interventions exercised by the Ministry or central government seem to be undermining the autonomy of local government in Ghana

4.2. Fiscal Capacity

Fiscal administration as part of the decentralization programme remains a thorny issue. The enormous developmental functions of the District Assemblies (DAs) demand effective and efficient allocation, mobilization and management of financial

and other resources; both internally and national development resource for the implementation of development activities.. In the past, revenue allocated to local government authorities under statutes in Ghana was not lucrative and viable enough to provide reliable income for sustainable development. To ensure the financial capacitation of the DAs, the 1992 Fourth Republican Constitution of Ghana in Article 245 provides for the formulation and execution of plans, programmes and strategies for effective mobilization of resources necessary for the overall development of the districts. Pursuant of the constitutional provision, the Local Government Act 1993, (ACT 462) indicate the sources of revenue to the District Assemblies as follows:

A. Central Government Transfers:

- i. Grants-in-Aid.
- ii. Ceded Revenue (which hitherto were revenue sources tapped by central government through the Internal Revenue Service (IRS) –a tax collection agency of the government-and now ceded to the DAs. The collection is done by the IRS and the quantum shared by the Ministry of Local Government and Rural Development (MLGRD) among the DAs on a formula approved by cabinet
- iii. Specialized Funding Sources that is, Timber royalties and Mineral Development Fund paid to DA's where applicable.
- iv. District Assemblies Common Fund (which is five percent (5%) of total national revenue transferred annually to the DAs and paid on quarterly basis and spent on development activities.

B. Internal Revenue Sources:

- i. Rates
- ii. Fees
- iii. Fines
- iv. Licenses
- v. Investments
- vi. Income from commercial activities
- vii. Loans (except that a loan should be approved by the Minister of Finance)
- viii. Rents

4.3 Budgeting

Development planning and budgeting are decentralized and Act 462 empowers DAs to be responsible for the preparation of development plan and budget of the districts. Generally the plan and budget of a district should be in compliance with the broad national priorities of the country's development agenda.

Guidelines for planning are issued to the DAs by the National Development Planning Commission (NDPC), which sets out the broad framework for planning of the districts. The proposed plan and the budgetary estimates are presented to the General Assembly of the district for approval. The Assembly through resolutions raise internal revenue to finance part of the development activities. However, budgetary estimates on central government transfers, particularly the DACF, are sent to the Administrator of the fund before transfers are made.

The approved development plan and budget of the DAs are collated by the Regional Coordinating Councils (RCCs). The collated development plans of the DAs are submitted to the NDPC for approval.

Budgets to finance development plans are submitted to the RCCs and for the approval of the Ministry of Finance.

The approval by the NDPC and the Minister are mere formalities designed to ensure that the plans and budgets are within the framework provided to ensure prudent use of resources.

Despite the policy of Decentralization of planning and budgeting, there are deviations as the actual activity plans and implementation strategies of line ministries, departments and agencies responsible for different components of services provided i.e. health education, etc. in the district from that of the DAs. This is augmented by the fact that such MDAs receive their budget allocations from the line ministries and departments. The composite budget system is expected to streamline the situation when operational.

4.4 Resource Allocation, Expenditure An Accountability System

Available data indicates that the share of Internal Revenue Sources and Central Government Transfers of the total budget of DAs is on the average thirty percent (30%) and seventy percent (70%) respectively. The table below shows the share of the revenue sources for DAs for the period 1995-2000.

Composition Of Local Government Revenues

Year	Internal Revenue Sources	Central Government Revenue and Others
1995	35	65
1996	36	64
1997	31	69
1998	32	68
1999	29	71
2000	28.5	71.5

Source: Data available at the research department of NALAG

The underlying factors for the low internal revenue generation by the DAs include lack of capacities to mobilize revenue, less than full exploitation of existing local

revenue potential, and some revenue sources being unstable and uneconomical to merit collection. Indeed, the great potential of the DAs to mobilize resources to be possibly at pace with other sources or exceed them when the above factors are judiciously addressed in addition to better revenue administration i.e. enhanced capacities of collectors, valuation of properties, registration of businesses and other economic ventures, keeping of adequate data of ratable and taxable citizens and entities, proper accounting and budgeting systems, aggressive revenue collection strategies and control of defaulting rate.

The revenue transfer scheme has been developed to address primarily the development (capital) projects in the districts. The DACF is disbursed through an administrator of the fund. The sharing is done on the basis of a formula approved by parliament annually. The factors used for the determination of the formula usually include needs, equalizing, responsiveness and service pressure in the districts, (though the quantum of each factor may vary from year to year) has been a subject of controversy because of the unreliable statistical data used in their determination. Ten percent of the DACF is held as 'reserve fund' at the national level and 90% is shared. Half of the 10% 'reserve fund' is allocated to the MPs for development activities in their respective constituencies.

The DACF is administered by the DAs under directives issued by the Minister of Local government and Rural Development. These directives have been seen as undermining the autonomy of the DAs. Contrary to the perception, the directives are not meant to control the DA's but rather to serve as an interim administrative measure designed to manage the interface between the period of centralized project funding and a Decentralized one with revenue coming from the centre, which came into existence with the introduction of the DACF.

The releases of the DACF on quarterly basis have not been regular. The administration is fraught with delays caused by the inability of the central government to transfer the 5% share of the DACF to administrator (in 2000 four quarters of the DACF was not transferred)

4.5 Expenditure

The aggregate expenditure of the DAs average about 32.2 percent on recurrent expenditure and 67.8 percent on capital expenditure. A sampling of DA's capital expenditure pattern reveals the following distribution:

<i>Expenditure Item</i>	<i>Percentage Of Budget</i>
Education	34.2
Health	21
Community Amenities	10.4
Economic Services	5.6
General Public Expenditure	21.7
Others	7.1
Total	100

Source: Fiscal Decentralization and Sub National Government Finance in relation to Infrastructure and Service provision in Ghana; NALAD-CDD 2000.

The low recurrent expenditure at the local government level is explained by the fact that salaries of the staff in the DAs, ministries, departments and agencies in the districts, which constitute the chunk of recurrent expenditure, are paid by central government. This situation culminates in weak administrative control of staff by the local authorities. The promulgation of the Local Government Service Bill (which is currently before Parliament) is expected to improve the situation.

4.6 Accountability Systems

The decentralization system operates in an environment that ensures accountability to the people. Among the mechanisms to ensure accountability include the adoption of the elective principle for electing seventy percent (70%) the membership of the Assembly making them directly accountable to the electorate and budgetary allocations of the Assembly are spent within established financial administration regulations.

The existence of constitutionally established institutions such as the Commission for Human Rights and Administrative Justice (CHRAJ) and the courts system provide opportunity for citizens hold the Assemblies accountable on cases of administration, their acts and omissions through redress. Also the Auditor general audits the Assemblies annually and its report is submitted to Parliament for necessary action.

Each district is obliged to establish a complaints committee with the Presiding member of the Assembly as Chairman where public complaints are reported for redress. The introduction of public for a annually is an innovative accountability measure where the citizens have opportunity to question the district authorities face-to-face on issues the affect the development of the communities. A citizen can submit memorandum on an issue before the Assembly and Assembly meetings are opened to the public.

4.7 Service Delivery / Management Authority

Service provision to the citizens is a shared responsibility among the governmental levels of the country. The services provided include education, health, environmental protection, public sanitation, community amenities, recreational services and economic services. In general the central government retains control over policy of the services, while the provision of needed facilities for the service and implementation of the policies associated are in most cases shared. The table below shows the summary of services provided at the different spheres of government.

Table: 3: Summary Of Services Provided At The Different Spheres Of Government

Service Provided At Governmental Levels				
SERVICE	CG	RCC	DA	REMARKS
Security	X	X	X	
Justice	X			
Statistical	X			
EDUCATION				
Pre-school			X	Private sector (PS) involvement
Primary	X		X	
Secondary	X			
Tertiary	X			
Social Welfare				
Social Security	X			
HEALTH				
Primary care			X	
Clinics	X		X	PS
Health Centres	X			PS
Hospitals	X			PS
Water & Sanitation				
Refuse Collection			X	
Environmental protection	X	X	X	
Consumer protection	X			
Housing	X			
TRANSPORT				
Roads	X		X	
Rail & Ports	X			
Means of Transport	X		X	Private Sector Involvement
Cemeteries & Crematoria			X	
Slaughter houses			X	

<i>SERVICE</i>	<i>CG</i>	<i>RCC</i>	<i>DA</i>	<i>REMARKS</i>
LEISURE, SPORTS & CULTURE				
Theatres & Concerts	X		X	PS
Museums and Libraries	X		X	
Parks	X			
Stadium	X			
UTILITIES				
Electricity	X		X	
Water supply	X			
Telecommunication	X			

Source: Commonwealth Local Government Handbook 2003.

The Government is gradually withdrawing from direct involvement in the development of essential parts of service provision through the pursuance of a privatization strategy where government will create the enabling environment for the private sector to provide the services more effectively and efficiently.

4.8 National Association Of Local Authorities

The National Association of Local Authorities of Ghana (NALAG) is the sole local government association in Ghana. It is voluntary and all the 110 district assemblies are members.

The aims and objective so the associations are; to advocate for improvement in the local government system and national legislations on local governance , negotiate on behalf of its members , protect the interest of its members, represent its members at national and international ,, lobby central government on behalf of its members and offer direct services to members through initiation of development programmes.

The association's highest policy making body is the National Delegates' Congress, comprising of three representatives from all the local authorities (110 District Assemblies). Congress meets biennially to elect officer to its national executive council.

Activities/Service Provided

The following activities / services are offered by the association

- **Training and Capacity Building**

The Association organizes training programmes for its members (both staff and politician of the Assembly) from time to time. This is done in collaboration with the Institute of Local Government studies. This demand driven training is at times self financed by the assemblies. The Association also raises funds to undertake such activities.

Research and Education

The Association through its research unit conducts and analyzes research issues. Research findings/results serves as a tool for its educational programmes. For example, the Association has conducted research on problems of revenue generation in the assemblies as well as the empowerment and participation of women in the local government system.

- **Lobbying and Advocacy**

Research findings are also used as a tool to lobby policy-makers - Parliament and the Ministry of Local Government and Rural Development. Every year, the Association organizes regional consultation platforms in addition to series of workshops and seminars on local government/decentralization. The outcomes of these meetings are used to engage the Ministry in a policy dialogue.

The Association has an arrangement where it meets the Minister for Local Government and Rural Development and the Parliamentary Selected Committee on local government and rural development four times and two times respectively in a year to discuss policy and legislative issues affecting decentralization and local government.

- **City –City Links**

The Association facilitates city-to-city links among the local authorities in Ghana and their counterparts in Europe, America, Canada and elsewhere. These links take the form of exchange programmes and donating of equipment and logistics by the local authorities from abroad.

- **Information/Publication/Printing**

The Association publishes diaries for sale to members

To ensure a regular flow of information to its members, the "Grassroots" Newsletter of the Association is published on quarterly basis.

- **Collaborative works and Networking**

Linkage and networking is an integral component of all the initiatives of the association. Resources are accessed to support the activities of the association. The association collaborates with other organization in undertaking specific activities.

- **Direct Services**

NALAG provides direct services to its members. This includes the provision of technical assistance to members among others.

- **Promotion of Sustainable Environmental Programmes**

The association undertakes environmental initiatives through competitions

- **Organization of for a, workshops, seminars, conferences on decentralization and local governance**

One of the associations' major activities is the creation of national and international fora for brainstorming on good governance and decentralization.

- **Gender representation in local government**

Strident efforts are being made by the association to improve the participation of women in local governance. Some of the efforts include competitions such

as the 'Best gender sensitive District Assembly award scheme, preparation of gender handbook etc.

Effectiveness and efficiency of lobbying power of association

To lobby effectively and efficiently, the Association ought to possess the relevant data/information. This is possible only when a lot of consultation with members and other interest groups has been done. Constrained by resources, the Association has found it increasingly difficult to organize many of those consultative meetings to solicit the views of members to enable it to do very effective and efficient advocacy.

In the midst of these constraints, however, the Association's performance as far as lobbying and advocacy is concerned is above average. The role of the Association in the discussions of the Institute of Local Government Studies Bill (passed into an Act by Parliament recently) and the Local Government Service Bill (which is currently being considered by Parliament) cannot be glossed over.

Sources of revenue

The financial heart of the association is membership fees or subscription by its members. The level of subscription payable presently by the members fixed about four years ago has been rendered insignificant as a result of inflation. At the moment, the Metropolitan Assembly pay four million cedis, the Municipal Assemblies three million cedis and the District Assemblies two million cedis annually. These fees are to be revised by the National Congress, which comes off in October, 2003.

In addition, the association receives the grants from donors such as DANIDA (DSDA 11 Support to District Assemblies (DSDA) is supporting the Research Unit of the Association in its activities for this year (2003) and modest profit from services rendered to members and sale of diaries and publications. Lack of adequate finances prevents the association from carrying out some of its programmes, which would otherwise be beneficial to both the members and the local government system in general.

CHAPTER FIVE

5.0 CROSS-CUTTING THEMES ON GENDER, DONOR AND HIV/AIDS ANALYSIS.

This chapter deals with three cross-cutting themes in the viz, Gender, HIV/AIDS and Donor Analyses.

5.1 Gender Analysis

The Objective of the gender cross-cutting theme analysis is to provide a national and local government overview of power relationship between men and women and women's representation and participation in politics and governance in the government bodies at their respective levels and within the Decentralization process.

5.1.1 The Ministry of Women's and Children's Affairs.

The central government Ministry responsible for gender issues is the Ministry of Women's and Children's Affairs.

The Ministry was created in 2001 with the coming into office of the third government under Ghana's Fourth Republican Constitution. At the moment, the Ministry is headed by a woman, Mrs. Gladys Asmah. Prior to this, the Ghana National Commission on Children (GNCC) had co-ordinated women and children's issues respectively. The National Council on Women and Development was established in 1976 as the national women's machinery in response to recommendations of the United Nations (UN) First World Women's Conference. The GNCC was established in 1979 to see to the general welfare and development of children, co-ordinate services relevant to them, and promote their rights under the UN Convention and laws in Ghana.

The Ministry, which is of cabinet level status, has under it the following divisions and units:

- General Administration /Headquarters
- National Council on Women's Centres (regional and district offices)
- National Children's Centres (regional and district offices)

The Ministry has the following functions and responsibilities:

- i) To develop policies and programmes that will promote gender equality and child development at all levels;
- ii) To establish a national framework for women's issues through the institution of affirmative action on women's participation in public life;
- iii) To analyse the importance of economic reforms on women and children and initiate a process which will empower them to participate

fully in the design, management and implementation of socio-economic programmes;

- iv) To co-ordinate, monitor and evaluate gender-based programmes and projects, using existing structures;
- v) To improve institutional and human resource capacity of all women and children in development.

In order to achieve these objectives, and acting as the main central government agency in charge of women's and children's affairs, the Ministry forges linkages and partnerships with public sector, NGO sector and Private Sector Agencies in the following ways:

- Building linkages with appointed gender focal persons in Ministries, Departments and Agencies (MDAs);
- Collaborating with workplace ladies clubs and women's organizations functioning in the public services (such as the Custom, Excise and Preventive, Postal and Telecom, Financial Institutions and the Spouses of the Police, Armed Forces and Prisons Services), and
- Maintaining contacts with Statutory Social Services Sub-Committees of District Assemblies (and women's and children's committees where they are present).

5.1.2 Central Government Gender Policies and Legislations Favourable to Women's Participation in Government Issues

Even though women are still under-represented at various levels of governance in both central and local government, it can nevertheless be said that the past two decades have witnessed various policies, legislations, actions and commitments by Ghanaian governments to promote the participation of women in various aspects of public life.

To begin with, a significant move was made by the then government to verify the United Nations Convention on the Elimination of All Forms of Discrimination Against Women in 1986.

Following from the above, the 1992 Fourth Republican Constitution included important provisions aimed at enhancing women's self-development and participation in public affairs. The Constitution provided that gender discrimination was prohibited; provided a basis for informative action, and proposed the general establishment of day care facilities to enable women pay attention to their career development (Article 27 b).

Between the period 1992 and 1996 that is, immediately after the United Nations Fourth World Women's Conference in Beijing, China some of the legislations that were passed, and policies that were formulated, demonstrated that Ghana recognized the importance of:

- a. Including women in decision-making bodies, and
- b. Paying attention to gender issues through legislation and policy

For instance, the 1994 National Population Policy contained clear sections and provisions on gender. The Education Service Act of 1995 also provided clear quota's for women's participation on oversight and decision-making bodies.

The Vision 2020 Document on Ghana's development charged district assemblies with the responsibility for promoting women's health participation in education at all levels and income-generating activities.

Furthermore, a major initiative Ghana took after the Beijing Conference was the preparation of proposals for an Affirmative Action Bill. The Bill identified areas in which women's participation in public life should be enhanced; education, employment, governance and decision - making. One of the priorities indicated in the Bill, a 30% quota for women as appointed members in the district assemblies, was implemented in 1998.

But, perhaps, the most strategic policy and legislative initiative from the centre favourable to women's participation in government issues, has been the creation of a Ministry of Women's and Children's Affairs in 2001 to champion women's advocacy and lobbying at all levels in governance.

5.1.3 Mechanism used by women to Lobby Government Bodies to Supplement Gender Policies.

There are several advocacy and gender-oriented groups and mechanisms on the system which are used by women to lobby government bodies to address and /or implement gender policies some of these mechanisms and agencies are governmental, while a number of them happen to be private or non-governmental. Some examples are provided in the matrix below.

- Gender –Based Violence

Organization/ Facility	Type Of Support/Advocacy
Federation of Women Lawyers (FIDA)	<ul style="list-style-type: none"> • Investigation; Counselling, Legal Advice; Legal Aid
The Ark Foundation Women's Initiative for Self Empowerment (WISE)	<ul style="list-style-type: none"> • Campaigns on violence against women • Campaigns on violence against women • Campaigns on violence against women and children • Lobby for women in decision-making • Gender and policy issues; Governance; Poverty

- = Women's Reproductive Health

Organization/ Facility	Type Of Support/Advocacy
Centre for Development and Population Activities (CEDPA)	<ul style="list-style-type: none"> • Population issue; Reproductive Health; HIV/AIDS
Young Women's Christian Association	<ul style="list-style-type: none"> • Human Rights; Population and Health
Network of Women's Rights in Ghana (NETRIGHT)	<ul style="list-style-type: none"> • Poverty and Productivity; Gender and Policy issues

- Policy Advocacy

Organization/ Facility	Type Of Support/Advocacy
Abantu for Development	<ul style="list-style-type: none"> • Policy research; Information dissemination
Advocates for Gender Equity	<ul style="list-style-type: none"> • Information Dissemination
Federation of Women's Lawyers Ghana (FIDA)	<ul style="list-style-type: none"> • Women's Rights under the Law
Women in Broadcasting (WIB)	Media Support

- Legal Rights Awareness

Type of Institution/Facility	Type of Support/Advocacy
Associates in Development (ASSID)	<ul style="list-style-type: none"> • Integrated Human Development; Poverty Issues
FIDA	<ul style="list-style-type: none"> • Women's Rights under the Law
The Ark Foundation	<ul style="list-style-type: none"> • Violence Against Women

In addition, to the above, through mechanisms of women's representation in parliament, the executive, the district assemblies etc, women in Ghana have direct access to the centres of decision-making for advocacy and lobbying. On top of all this, is the existence of the Ministry of Women's and Children's Affairs.

5.1.4 Women in Central Government

The representation of women in central government positions started way back in the First Republican Administration when women were given appointments as ministers, district commissioners and other positions in the wider public service.

In recent times, Ghana's commitment in promoting gender-sensitive development is evident in its verification of the United Nations Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), and its efforts to act on various international plans and agreements, including the U.N. Agenda 21 on the Environment, the Programme of Action of the International Conference on Population and Development (CAIRO 1994), and the Beijing Platform of Action of the Fourth UN World Women's Conference (1995),

In the light of the above, women occupy important positions in the present political and bureaucratic systems of Ghana even though admittedly, their numbers are on the lower side. There are four (4) ministers and seven (7) deputy women ministers. In parliament, there are nineteen (19) parliamentarians out of two hundred (200) members. At the highest level of the career Civil Service, which is that of the Chief Director, there are two (2) women.

It needs stressing that overall women remain under-represented in key central government positions, since independence for example, as at 1996, women constituted 32% of the entire civil service and 12% of the decision-making category, the administrative class. The majority of women in central government are in the executive, secretarial and clerical classes.

5.1.5 Women in Local Government Positions

Both central and local government have made initiatives and commitment to increase the participation of women in local government for example, in 1998, the Government of Ghana gave a directive that reserved 30% of the appointed membership of the local government bodies for women. However, just like central government, the commitment is not matched by the practice on the ground.

For example, in 1999, of the one hundred and ten (110) District Chief Executives, only twelve (12) were women. This number dropped to five (5) in 2003. Women constitute only 24% of local government functionaries. As at 1999, there were only three (3) women amongst the one hundred and ten (110) District Co-ordinating Directors (Principal Secretaries at the local level).

5.1.6 Women as Elected Members of the District Assemblies

Just like the national level, women's representation in Ghana's district assemblies is far disproportionate to their numbers in the population.

For example, in the 1994 and 1998 district assembly elections, women made up less than 5% of the elected members. In 1998 the figure was still 5%. In 1994, there were 4084 men elected while only 124 women got elected. But there is a strange contradiction. Whereas women constituted between 45% to 54% in the voters in the 1994 and 1998 elections, the statistics provided above indicate that they did not fare very well at the ballot.

It is very clear that a lot of advocacy, lobbying, education and affirmative action programmes have to be undertaken at all levels in order to ensure the women's participation in local government through elections.

5.1.7 Women in Community Development and Civic Engagement in Politics

Perhaps this is one area where women have made the greatest impact in Ghana's local development programme. While they have been under-represented in formal political and political structures of governance, women have been at the forefront of community development activities. Through interventions by the Central Government the Ministry of Local Government and Rural Development, the District Assemblies, Non-Governmental Associations, the Donor Community, and women's groups have engaged in income generating activities; community water and sanitation programmes; HIV/AIDS; reproductive health; child survival; adult literacy and co-operatives.

Since Ghana's local government programme is aimed at reducing rural poverty, the role of women in community development and civil engagement initiatives must be seriously enhanced.

Cross Cutting Theme "Gender National Local Government Association"

The Local Government Association of Ghana (NALAG) has a major role to play in promoting Gender Equity Women Participation in local governance. NALAG has over the years sought to boost the number of women in local government through lobbying and advocacy. The Association has openly declared to support, at several fora for increased participation of all people, especially women, in the activities of local government institutions. The Association played a key role in the reservation of 30% involvement appointed members to the District Assemblies to women.

Gender Handbook

In collaboration with the International Union of Local Authorities (IULA) and FCM, NALAG developed a Gender Handbook, which serves as a veritable reference or source for women in local government.

Training

The Association, in conjunction with some NGO's, organised training workshops / seminars for female contestants in the 2002 local level elections on topics such as, Public Speaking and Presentation Skills and Time Management.

Newsletter

The "Grassroots", the official newsletter of NALAG, which was with from FCM, has been revived and a column is devoted to gender issues. It is a medium to sensitise District Assemblies on the need to adopt and engage in gender sensitive practices thereby discouraging discrimination against women politicians and community leaders aspiring to public life.

Sub-Committee On Gender

The National Executive Council of NALAG operates through six (6) sub-committees one of which is Gender Development. This emphasizes the value placed on issues relating to gender at local level by NALAG.

Best Gender Sensitive District Assembly Award Scheme.

NALAG has instituted an award scheme to reward District Assemblies whose activities and programmes promote and impact positively on gender mainstreaming. The Scheme is designed to recognise and applaud the outstanding and sustainable efforts of District Assemblies at improving the livelihoods of women at the local / community level. It also seeks to encourage the district assemblies to adopt gender responsive policies and to make issues of gender a priority.

The Award Scheme has been launched and the District Assemblies have been given a time frame within which they are required to submit proposals on their gender related activities. A Technical Committee will thereafter assess the proposals submitted and eventually arrive at five winners. It is important to acknowledge that NALAG is undertaking this with support from the Friedrich Ebert Foundation (FES), the German Technical Co-operation (GTZ) and the Netherlands Development Organization (SNV).

Participation Of Women In NALAG

THE Association has a Convention, which demands that at least one of the three delegates of every District Assembly to the National and Regional Conferences of the Association should be a Woman. Women also get elected onto the National Executive Council (NEC), but it could be said the situation needs a little bit of improvement.

At the National Secretariat, the four topmost positions / designations depict an impeccable gender balance. Whereas the General Secretary and the Research Officer are men, the Programme Officer (who deputizes the General Secretary) and the Public Relations and Communications Officer are women. In the case of the NEC,

there are two women trustees and another woman, who is a District Chief Executive, representing the Ashanti Region on the NEC.

Again, about 40% of the people appointed to serve on the various subcommittees of the NEC are women.

From the above, it can be said that NALAG is favourably disposed towards gender mainstreaming. However, it has some more room to build on the achievements so far especially in getting a gender balance on the NEC. The Association has to embark on a massive sensitization exercise to get its members to appreciate the role women can play to push forward its agenda. The bottomline for this exercise is however the availability of resources to mount education, publish manuals, leaflets etc to that effect.

5.2 HIV/AIDS ANALYSIS.

Like all countries in Sub-Saharan Africa, Ghana is not spared of the HIV/AIDS epidemic. The prevalence of the infection and disease continue to rise significantly especially among the most productive and reproductive age groups. Information available on AIDS cases reveals that a cumulative total of 52,916 AIDS cases were reported from 1986 to 2001 nationwide and a total number of 65,728 as at December 2002. Out of this 88.4% were between the ages of 15-49 years. Even though the gap between males and females is closing, the latter still forms a much higher proportion (61.4%) of the total number of cases.

The prevalence rate of HIV/AIDS infection in 2001 was 3.6% percent according to the National AIDS Control Programme. A Canadian International Development Agency (CIDA) Report of 1999 on commercial sex workers showed a prevalence rate of 75% in Accra and 85% in Kumasi.

The estimated number of orphans (children who have lost their mothers or both parents to AIDS while they were under age 15) is estimated to reach 160,000 by 2004. The National AIDS Control Programme (NACP) projects the prevalence rate of HIV/AIDS to increase to 6.4% by 2004, 8.2% by 2009 and 9.5% by the year 2014 if current trends continue. Given the increasing demand on health services, additional hospital bed occupancy resulting from HIV related illness was estimated at about 20% in 1995 and about 40% in 2000. Heterosexual transmission of HIV accounts for 75-80% of all HIV/AIDS infection. Mother to child transmission accounts for 15% whilst transmission through blood and blood products accounts for 5%.

The distribution of HIV/AIDS in Ghana is higher in densely populated areas. Higher numbers of cases occur in Southern regions of the country particularly in densely populated regional capitals like Kumasi, Koforidua, and Accra.

Given the importance of HIV/AIDS, Government in 2001 established the Ghana AIDS Commission to oversee the national multi Sectoral response to the epidemic.

WHO provided technical support in addition to that provided by UNAIDS Theme Group in the preparatory and formative stages of the Commission.

In order to curb the further spread of HIV/AIDS since its onset in Ghana in March 1986, the Government of Ghana has and continues to put in place various policy structures. One of such structures is the Ghana AIDS Commission (GAC). It was established in 2001 as a supra-ministerial and multi-sectoral body responsible for providing central government with HIV/AIDS policy related options. Its strategic functions include the provision of leadership in the coordination of HIV/AIDS programmes and activities of all stakeholders through advocacy, joint planning, research, monitoring and evaluation, resource allocation among others.

5.2.1 Existing Monitoring and Evaluation Mechanisms for HIV/AIDS in Ghana.

The Ghana Health Services operates a decentralized health information system. Specified output and other indicators are gathered from the sub-districts level and passed through the regional to the national level periodically. Data collected are collated, analyzed and used by management at each level before reporting to the next level. The above routine information system is complemented by information from the Ghana Demographic Health Survey and Living Standard Measurement Surveys conducted by the Ghana Statistical Services as part of its legal mandate to provide health and health related information on regular basis.

The Government's policy of decentralization constitutes the key principle around which all HIV/AIDS programmes are to be planned, implemented and co-ordinated under the auspices of the Ghana AIDS Commission.

All programmes towards the fight against HIV/AIDS shall have the community as their initial focus. Activities of Community-Based Organizations (CBOs) will feed into activities at District level. In 2001, the Ghana AIDS Commission encouraged the formation of District AIDS Committees – the main aim being to have in place District AIDS committees by end of 2002. These District committees are multi-sectoral in approach and responsible for district level HIV/AIDS activities. The ten regional AIDS Committees coordinate the activities of all the districts and report those activities to the Ghana AIDS Commission at the National level through the Ministry of Local Government & Rural Development. The Commission coordinates all private and public sector programs as well as support from the donor community and other development partners. The commission works through a Secretariat and seven Committees and reports directly to the office of the President.

The Monitoring and Evaluation system of the Ghana Aids Commission uses the existing decentralized structures. At the commission level a Division for Policy Planning, Research, Monitoring and Evaluation has been established. At the Regional level, 10 Regional Monitoring and Evaluation focal persons for HIV/AIDS have been selected to monitor and evaluate all regional HIV/AIDS activities. The M/E

focal persons report quarterly to the Ghana Aids Commission. The Regional focal persons work in conjunction with the Regional AIDS Committees.

At the district level, 110 District Monitoring and Evaluation Focal persons for HIV/AIDS have been selected and trained to monitor all NGO's, CBOs and FBOs, involved in AIDS work in the district and they report to the Regional AIDS Committees. The District Focal Persons work in conjunction with the District AIDS Committees.

Sectors, Ministries, Departments and Agencies have HIV/AIDS focal points with responsibilities for Monitoring and Evaluation.

5.2.2 Effects of HIV/AIDS on the Central/ Local Government. (Finances, Health Budgets, Human Resources, etc.)

Ghana has contracted a \$25 million loan from the World Bank, which is currently being disbursed by Ghana AIDS Commission to NGOs, public sector and civil society organizations. The allocations are targeting organizations capable of ensuring that prevention messages reach the general public, and that HIV/AIDS interventions reach the doorsteps of those infected and affected.

In 2001, the government of Ghana declared that 15% of Ghana's health budget would be committed to HIV/AIDS activities. Each of the District Assemblies (DAs) has also been mandated to commit 1% of the District Assemblies Common Fund to HIV/AIDS activities. Additionally, under the Ghana Poverty Reduction Strategy (GPRS), government provided 200 million cedis to the Ministry of Education to combat the spread of HIV/AIDS and STI in Schools.

It is estimated that about half a million Ghanaians are afflicted by the HIV/AIDS virus and the majority falls within the ages of 15-49, which constitute the majority of the labour force. This is likely to greatly affect the socio economic development of the country. The loss of the youth in their productive years will diminish the capabilities of households to support themselves. In agriculture, the loss of labour may compel farmers to shift from export or cash to food crops. And given the fact that food crop farmers are among the poorest of the poor, this likely development is bound to worsen Ghana's poverty profile. And in industry, the loss of skilled manpower will increase the costs for training and replacement training, and health bills.

Currently, AIDS is the leading cause of death for all infectious disease at the Korle-Bu Teaching Hospital. Additional burden is being imposed on health professionals with the increase in demand for health services as a result of the AIDS pandemic. This will mean diverting scarce financial and material resources from other sectors to the health sector to support the increasing demand for their services.

5.2.3 Responsibilities Decentralized from Central to Local Government

In Ghana, the national response to HIV/AIDS is coordinated by the Ghana AIDS Commission (GAC). Through the GAC, the World Bank Multi-Sectoral AIDS Programme (MAP) and the DFID-funded Ghana AIDS Partnership Programme (GAPP) have become important mechanisms for channeling funds to civil society groups and Ministries, Departments and Agencies. The Ministry of Education (MOE) and the Ghana Education Service (GES) together with the Ministry of Local Government and Rural Development (MLGRD) are the sector ministries most involved in the multi-sectoral response to date. Every region has an HIV/AIDS Coordinator while multi-sectoral AIDS Committees have been established at regional and district levels. All 110 districts of the country benefit from the assistance of a Monitoring and Evaluation focal person.

Within the health sector, the implementing structures fall under the Ministry of Health (HOH) and the Ghana Health Service (GHS), while the Ghana AIDS Control Programme (NACP) is responsible for clinical policy development and supervision. All the 110 districts have hospitals.

5.2.4 Relationship Between Municipalities and Community Groups /NGO's to Deliver Programmes.

The then Acting Executive Secretary of the Ghana AIDS Commission established a Secretariat for the GAC IN 2001. The Secretariat both the technical and administrative support to the GAC. As the executive arm of the Commission, the secretariat acts as a focal point in the formulation of HI/AIDS policy, research, monitoring and evaluation, resource mobilization and disbursements, and in the implementation of programmes at the National, Regional, and District levels. . As part of its plan to embark on the implementation of the Strategic Framework on HIV/AIDS, the secretariat established District Response Initiative (DRI) in 45 out of the 110 districts in the country, as well as 47 District AIDS Committees and 10 Regional AIDS Committees.

The formation of the regional AIDS Committees and District AIDS Committees and District Response Initiative is Ghana's major national HIV/AIDS implementation strategy. These structures will help mobilises the diverse human, financial and institutional capacities of multiple districts region by region. Currently being scaled-up to cover all of Ghana by the end of 2002, these structures will ensure multisectorality and provide an interface between local government, the private sector, NGOs and communities for HIV/AIDS prevention, care and support.

These initiatives recognize that the community mobilization offers a finer articulation of HIV/AIDS susceptibility, vulnerability, impact and response. Consequently, a coordinated local multi-sectoral action is the most appropriate means of confronting the multi-dimensional developmental challenge that HIV/AIDS represents.

47 districts have developed district-specific HIV/AIDS profiles that include a situation and response analysis, a medium term-term HIV/AIDS strategic framework, and an annual action plan using guidelines derived from the Ghana National HIV/AIDS strategic framework. The Ministry of Local Government and Rural Development has since October 2001, been facilitating the establishment and operation of the DRI through its direct links with the District Assemblies.

In September 2001, New Juabeng District Response Initiative Management Team (DRIMT) was proud hosts of the national launch of the District Response Initiative. The launched the transfer of the Initiative from the Ministry of Manpower and Employment to the Ministry of Local Government.

Also to ensure the involvement of community groups in HIV/AIDS activities at the district level, there was the formal introduction of the UN Theme Group sponsored Care and Support as a compliment to the DRI in 2001. Foundation activities such as the training of counselors and home based care volunteers have been implemented to build district capacity for the care and support of PLWHA through the establishment and strengthening of the continuum of care. Components of the continuum are home -based care, community volunteers/community health committees, and the strengthening of formal health structures.

5.2.5 List of Funding Agencies and NGOs in HIV / AIDS Programmes.

Name of Agency	Type of Agency	Main Programmes
Ghana AIDS Commission	Government	Coordination of national response, disbursement of GAR Fund, M&E
National AIDS Control Programme	Government	Policy development, clinical care
Ministry of Health	Government	Behavioral change campaigns to improve prevention of HIV/AIDS and social marketing of condoms to and surveillance and monitoring of the epidemic as well as other HIV/AIDS activities
DFID	Bilateral	Social marketing of condoms, support to the SIPAA project, capacity development
Royal Netherlands Embassy	Bilateral	Support for social structures for behavioral change
United Nations	Multilateral	Various activities related to mandates, operations and partners of UN agencies (WHO, UNDP, UNICEF, UNESCO)
The World Bank	Multilateral	Support to non-MOH mandated activities of the Government strategic framework for HIV/AIDS. Mobilizing Districts to play a key role in the fight against HIV/AIDS
Ahmadiya Muslim Mission	Religious Organisation	Increase the percentage of men and women with knowledge of at least two means of prevention of STI/HIV AIDS by 50%
Adventist Development and Relief Agency (ADRA)	Religious Organisation	HIV/AIDS Prevention, education/care and support project

5.3 Donor Analysis

The Government of Ghana works closely with bilateral and multilateral organizations in the process of achieving its vision of decentralized government at the sub-national levels.

The key funding agencies supporting decentralization implementation in Ghana include among others the following:

- a. The World Bank (WB)
- b. Danish International Development Agency (DANIDA)
- c. German Technical Cooperation (GTZ)
- d. United Nations Development Programme (UNDP)

These organizations support decentralization implementation in different categories. Such categories include structural support, capacity building in the form of training and institutional strengthening, advocacy and economic empowerment. The decentralization partners listed above implement cross-cutting activities in support of Ghana's decentralization drive since its active inception about a decade ago.

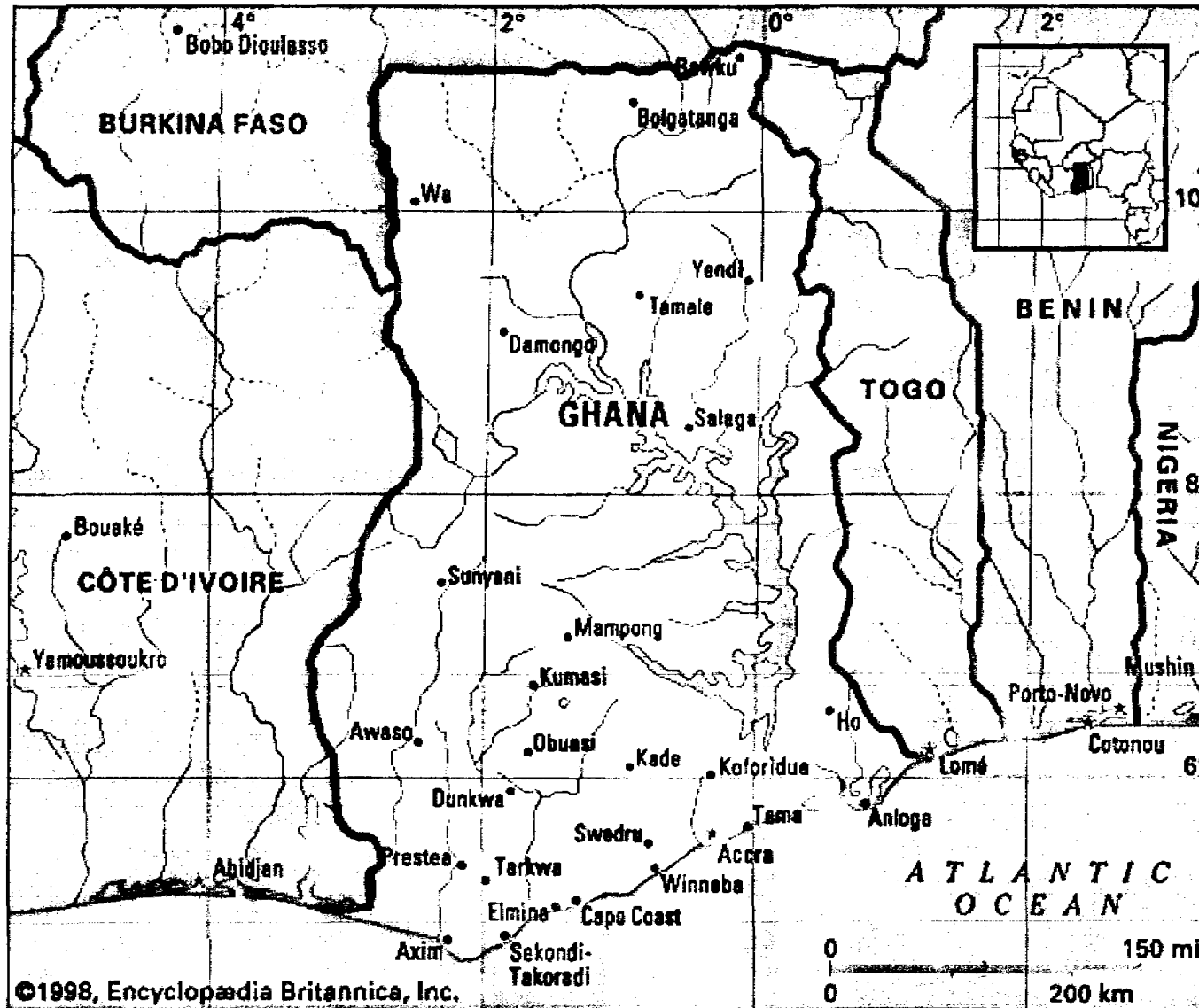
Donor	Identified need in programmes	Results Achieved	Problems in Implementation
World Bank	Assists the Government of Ghana to implement its Public Reform Programmes for good governance.	Many institutional structures have been established to beef up decentralization implementation	
UNDP	To facilitate support for advocacy, policy reform and development; and legal, regulatory and institutional reforms to create an enabling environment for the private sector to flourish. To establish institutional arrangements to deepen private sector interactions.	Awareness on decentralization has increased within all sectors in Ghana.	Response by beneficiaries is slow.

Donor	Identified need in programmes	Results Achieved	Problems in Implementation
DANIDA	Support to capacity building (i.e. institutional and human) and advocacy on decentralization.	Capacity development (institutional and human) of two (2) regions, seventeen districts and 160 sub-districts under its DSDA programme.	Lack of coordination among key stakeholders at all level of decentralization.
GTZ	Advocacy, dialogue and cooperation mechanisms to advance local economies in good governance.	High cooperation from beneficiaries.	Process is slow due to illiteracy in most areas.
CIDA	Rural Water Supply and Capacity Building	Several rural communities have had access to potable water and basic sanitation facilities	Some communities cannot raise the counterpart funds demanded by the project.

Donor support has sometimes not been efficient in terms of its impacts because it has come from multiple sources and coordination has often been difficult. In some instances also, there has been duplication of effort.

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APPENDIX 2; The Main Functions of District Assemblies in Ghana

1. Responsibility for the overall development of the district and ensuring the preparation and submission of the development plan through the Regional Co-ordinating Council to the NDPC for approval. The assembly also prepares the districts budget for approval of the Ministry of Finance.
2. Formulating and executing plans, programmes and strategies for the effective mobilization of the resources necessary for the overall development of the district.
3. Promoting and supporting productive activity and social development in the district and removing any obstacle to initiative and development.
4. Initiating programmes for development of basic infrastructure, providing municipal works and services in the district.
5. Responsibility for the development, improvement and management of human settlements and the environment in the district.
6. In co-operation with appropriate national and local security agencies, be responsible for the maintenance of security and public safety in the district.
7. Ensuring ready access to the courts and public tribunals in the district for the promotion of justice.
8. Initiating, sponsoring or carrying out such studies as may be necessary for the discharge of any the functions conferred by the Act or any other enactment; and

Performing such other functions as may be provided under any other enactment.

APPENDIX 3: Sub-Committees Of The Executive Committee Of The Assembly

