

# COMMUNITY-BASED PLANNING

## Workshop Report – Ghana

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## ACRONYMS

CAGD	Controller and Accountant-General's Department
DACF	District Assemblies Common Fund
DAs	District Assemblies
DBO	District Budget Officer
DCE	District Chief Executive
DPCU	District Planning and Coordinating Unit
DPO	District Planning Officer
FAD	Financial Administration Decree
FAR	Financial Administration Regulation
LGS	Local Government Service
MDA	Ministries Departments and Agencies
MLGRD	Ministry of Local Government and Rural Development
MMDA	Metropolitan, Municipal, and District Assemblies
MP	Member of Parliament
MTEF	Medium Term Expenditure Framework
NDPC	National Development Planning Commission
NGO	Non-Governmental Organization
NRCD	National Redemption Council Decree
PNDC	Provisional National Defence Council
PRA	Participatory Rural Appraisal
RCC	Regional Co-ordinating Council
RPCU	Regional Planning and Coordinating Unit
TCP	Town and Country Planning Officer

## EXECUTIVE SUMMARY

The Community Based Planning (CBP) project is an action-research project funded by DFID and coordinated by Khanya, a South African organisation. The project was aimed at improving the livelihood of poor people by improving the linkages between the micro (community) and meso levels (local government and district service providers) through community involvement in the planning process. The project, among other things seeks to bring together four African countries, which are implementing decentralisation policies to learn and share their experiences in CBP. The participating countries were Ghana, Uganda, South Africa and Zimbabwe.

The first step in the learning and sharing process was the review of each country's experience which include an in-country workshop for development practitioners to share their organisations' or individual experiences and to identify the best practices in community based planning processes.

The in-country workshop for Ghana was organised by the Integrated Social Development Centre (ISODEC) on June 9 – 10 2001 at Sunyani under the theme: **Making the link between micro and meso - learning from experience on community-based planning and management**

Forty participants attended the workshop. They were drawn from the NGO sector, the donor community, the District Assembly, the Academia and the Government department.

Five presentations were made. James Carnegie of Khanya, South Africa, made the first presentation. His presentation touched on the background, goals and objectives of the project. Ernest Tay Awoosah of ISODEC presented an overview of the In-country review exercise. He presented an account on what have achieved so far and what is left to be done. The third presentation on Decentralisation in Ghana and Community Development: Process, Challenges and Prospects was presented by Dr. K.D. Kesse, Kwame Nkrumah University of Science and Technology. Francis Owusu Ansah of the Asante Akim South District Assembly delivered the fourth presentation. His presentation was on - Decentralised development planning process-The experience of the Asante Akim South District Assembly. K.A. Tabri of the Ministry of Local Government and Rural Development on behalf of the sectoral minister made a presentation on the Local Government System in the next decade.

A platform was created to allow other participants to share their experiences in CBP processes. This revealed the diverse approaches adopted by the various organisations in promoting community participation in development. For the purpose of this report, two of the case studies are captured in Annexes 1 and 2.

Based on the above presentations and the case studies, five issues emerged for discussion. These were: Capacity Development; Roles and Coordination of stakeholders; Legal Framework; Local Level structures and Politics and Information base for planning.

Participants were divided into five smaller groups to discuss the five emerged issues and presented their conclusions in plenary. The conclusions drawn included the following:

- Lack of skills among district assembly staff and knowledge gap on structure and role of the District Assembly especially with the assembly persons and Unit Committees.
- Limited knowledge on CBP processes.
- Lack of logistics & incentives for the District Assembly especially the sub structures.
- Lack of coordination between District Assembly and the Sub- structures.
- Other development actors not known in the District Assemblies.
- Lack of collaboration among stakeholders.
- Conflict between non-partisan elected District Assembly members and 30% government appointees.
- Conflict between partisan District Chief Executive and the non-partisan District Assembly.
- Conflict between CAP 84 and Act 462.
- Partial loyalty of decentralised departments to DA.
- Low revenue generation at the district level.
- Limited involvement of traditional rulers in CBP processes.
- Partisan politicisation of district structures

On the whole participants were of the view that the workshop provided a useful platform to discuss and share experiences in Community-based planning. But they also pointed out that best practices in Community-based planning in Ghana did not come out clearly as expected during the presentations and the discussions.

## REPORT ON COMMUNITY-BASED PLANNING WORKSHOP HELD AT SUNYANI - GHANA

### 1 INTRODUCTION

The Community Based Planning (CBP) project is an action research project funded by DFID coordinated by Khanya a South African organisation. The project was aimed at improving the livelihood of poor people by improving the linkages between the micro level (community) meso level (local government and district service providers) through community involvement in the planning process. Thus, the project seeks to bring together four African countries, which are implementing decentralisation policy to learn and share their experiences in CBP. The participating countries are Ghana, Uganda, South Africa and Zimbabwe.

The first step in the learning and sharing process is the review of each country's experience which include an in-country workshop for development practitioners to share their organisations' or individual experiences and to identify the best practices in community based planning process.

The in-country workshop for Ghana was organised at Sunyani, the regional capital of the Brong Ahafo Region, by the Integrated Social Development Centre (ISODEC) under the theme: **Making the link between micro and meso - learning from experience on community-based planning and management**. Participants were drawn from the Ministry of Local Government, District Assemblies, Unit Committees, NGOs and the Donor community.

The content of this report captured proceedings as they unfolded at during the workshop.

## **2 WORKSHOP PROCEEDINGS**

### **2.1 Opening**

ISODEC's Brong Ahafo Regional Coordinator, Seth Sakyaimah gave the welcome address. He stressed the importance of the workshop, and urged participants to deliberate on the issue of community based planning in the context of decentralisation processes. He further pointed out that though in Ghana the main planning bodies are the local government structures, the performance of these structures in their functions are fraught with numbers of inadequacies. He implored participants to participate fruitfully in coming with suggestions to address some of these inadequacies.

He pointed out some gaps associated with the current planning process. These included lack of effective linkages between the District Assembly, its decentralised departments and the community. However, he was quick to rule out the assumption that the situation was totally hopeless. From his observations, there are efforts by some development practitioners to link the meso and the micro levels in their operation, but the major shortfall was the ineffective linkage of the micro programmes with the main planning processes of the Assemblies. He therefore advocated for constitutional provision that would ensure that the current planning processes at the meso level are linked effectively to the micro level.

He threw a challenge to the participants to look at how empowerment and sustainable livelihood could be achieved through planning and resource allocation that is based on the interests and needs of the people. He concluded the presentation by emphasising the need to explore credible and legitimate ways to formalise joint planning between the District Assembly and the communities

### **2.2 Workshop Objectives**

By the end of the workshop, participants will have:

- Understood the present structure and systems of local government
- Learnt from a few "best practice" in CBP
- Proposed a workable community based planning process.

### **2.3 Presentations**

#### **2.3.1 Presentation 1- Background to Community-Based Planning project**

The workshop kicked off with an introduction on CBP project by James Carnegie of Khanya, South Africa. He stated that the CBP project followed from DFID's prior funded project, which examines institutional support for sustainable rural livelihoods in Southern Africa. He further stated that the CBP project aimed at three issues.

Firstly, identifying the need to improve on the linkages between the micro-level (community) and meso level (local government and district service providers) if livelihoods of the poor are to be positively enhanced.

Secondly, examining the resource allocation and planning systems, which are key to sustainable livelihoods. And exploring ways to promote sustainable livelihoods for

the poor by enhancing their abilities to influence the resource allocation by participating in the planning processes.

Thirdly, pulling together current attempts in planning using PRA and other planning systems from different organisations. This is to provide a platform to learn from best practices identified.

Khanya had thus selected four countries Ghana, South Africa, Uganda and Zimbabwe which are at the moment involved in decentralising process to learn and share experiences on “best practices” in community-based planning.

He continued his presentation by explaining the project purpose, output, approach and methodology as captured below.

### **Project Purpose:**

To have realistic plans for policy change developed in each participating country implementing or piloting of community-based planning systems, which participating institutions are committed to take forward.

### **Output**

- Learning among partners at workshops and disseminating in-country reports.
- Implementation plans developed which reflect learning and are refined by comments from collaborating partners.
- Creative proposals drawn up and submitted for funding.

### **Approach and Methodology**

- A participatory action research approach involving multiple partners and stakeholders.
- NGOs facilitating collaboration among national government departments and ministry of local government.
- Workshop in the four participating countries to learn from best practices.
- A four-country workshop in South Africa in July to discuss and share learning, develop work plan for pilot project.  
Two visits, one to India and then Bolivia, who are also under going a process of decentralisation to study decentralisation processes. Final workshop to evaluate the CBP learning process of all four participating and the pilots they run in their countries.

### **2.3.2 Presentation 2 - In-Country Review of Community –Based Planning Process**

Mr. Awoosah presented the initial findings of the in-country review, after explaining the methods used and the tasks that were completed. Below is a summary of his presentation. There is a full report on the In-country review.

#### **Methodology**

The methodology adopted for the in-country review included the following:

- Contacted key stakeholders and practitioners
- Verifying data – with the district assemblies

- Reviewing existing literature
- Interviews – face to face and on telephone
- Organised a country review workshop

### **Task**

- To conduct an in-country review in community-based planning and management processes

### **Concept**

The concept of community based planning and management as observed during the review exercise is not new to development practitioners and service providers both in the government and non-governmental domain. However, practitioners have different definitions or descriptions for it. Some definitions included:

- Bottom-up planning process
- Participatory planning involving the beneficiary communities
- Grassroots participation

### **Benefits**

Below are benefits outlined by stakeholders interviewed during the exercise:

- Promotes ownership of projects.
- Produces plans that are relevant to conditions on the ground.
- Builds the confidence level of communities to take their destiny into their own hands.
- Promotes unity and oneness at the community level.

### **CBP and the Local Government Structure**

- There is enough provision for CBP in the Local Government Structure under the decentralisation process
- There is legal backing (Local Govt. Act 462 & 480) to promote CBP within the current Local Government structure
- Institutional arrangement put in place (the sub district structures – Unit Committees/Area councils) to enhance and promote CBP.
- The planning processes are well defined and roles and responsibilities of all players well stated.

### **Types of Project and community based planning**

Community involvement in planning varies from projects to projects and the degree of such participation also differs. There are:

- Grassroots participation
  - Community's own initiated project- Promotes deep community planning which includes project identification, design, implementation, monitoring and evaluation
- Government initiated/Donor support project
  - Community' involvement in the project may be in project implementation and/or operation and maintenance- e.g. Community Water and Sanitation Programme (CWSP), DFID Rural Livelihood Project, GTZ-PRA Programme, and DANIDA's Health and Water Programmes.

Findings from interactions with some practitioners revealed how some attempts are being made at different levels in trying to link the micro to the meso level in planning process.

- Creating the link –
  - **CWSP** – working through the Water and Sanitation Committees (WATSAN) at the micro level and District Water and Sanitation Team (DWST) at the meso-level.
  - **Actionaid** – Institutional Capacity Building component – providing the necessary capacity to the micro and meso structures and other service providers to be able to interact and plan for development programmes in the districts.
  - **ProNet** and its round table partners provide water and sanitation services using the CWSP structures at the Micro and Meso level.
  - **ISODEC** – providing training in Facilitating Participation for practitioners at both levels. Another example is “Enhancing Capacity to Advocate project” (networking and building capacity of micro level organisations and enhancing capacity of the District Assembly to interact and plan with the communities for the development programmes in the district).

### **The Local Government Structure and Community – Based Planning - Practices on the ground:**

It was observed that there is a weak link between the local government structure and that of the community. Below are some of the factors noted:

- Inadequate public education
- Infiltration by traditional and partisan politics
- Lack of skill on the part of District Assemblies to facilitate participation.
- Inadequate financial and logistical support to District Assemblies and the Area Councils.
- Large size of Unit Committee members thus rendering decision making at the community level very difficult
- Lack of understanding of roles and responsibilities by the community and the Unit Committee members themselves.
- Power struggle between the Assembly members and the Unit Committee members.
- Breakdown of feedback mechanism between the Unit Committees and the Assembly.
- Disintegration of most Unit Committees after the recent change of Government

### **Promoting effective CBP- The Way Forward**

The following suggestions were put forward:

- There is the need to advocate for legal changes in the structure to remove legal bottlenecks that make the local structures ineffective
- Institutional gaps to be bridged {i.e. sectoral planning must be discouraged}.
- Planning should be taken more seriously e.g. between communities and DA.

- Urgent need to put in place the other sub-structures (Area/Town/Zonal Councils) of the local government and make them more functional by providing the necessary resources.
- Strengthening the bottom-up approach to development planning at DA.
- Intensify public education on the local government structure.
- Review some policies establishing Unit Committees (numbers/voluntary nature of the work)
- Training of personnel to man the base structures.
- Disentangle politics {party/chieftaincy} from local government structures.
- Develop the skills of community members and frontline staff to understand the importance of planning process.
- Supporting communities to undertake long term planning and management of their development process.

### **2.3.3 Presentation 3 - Decentralisation in Ghana and Community Development: Process, Challenges and Prospects**

By Dr. K.D. Kessey, Kwame Nkrumah University of Science and Technology

#### **INTRODUCTION**

Decentralisation has become one of the popular development approaches in recent times. Some donor agencies have made it one of the conditionalities for support, claiming that decentralisation would improve resource management. Others also regard it as a means of discouraging centralized planning which is associated with the political ideology of socialism. Furthermore, other development practitioners consider it as the most appropriate means of accelerating rural and community development and thereby bridge the disparity between the rural and urban areas. Decentralisation is, thus, implicitly regarded as a poverty reduction strategy that would enhance the living standards of the majority of the poor who live in rural areas. In short, decentralisation as a development approach is expected to provide four main advantages, namely:

- a) Improving resource management;
- b) Enhancing the system of governance and decision making;
- c) Promoting rural and community development;
- d) and reducing rural poverty.

These advantages of the decentralised system of governance have led to its introduction in many developing countries including Ghana. The purpose of this paper is to review the decentralised system of governance in Ghana. In specific terms the objectives of the paper are:

1. to trace the history of local governance in order to know where we are going;
2. to examine some of the legal foundations of the decentralised system;
3. to explain the current structure of governance;
4. to identify the roles and responsibilities for the Assemblies;
5. to explain some of the implementation bottlenecks;
6. to outline the lessons of and gaps in the system of decentralisation;
7. and to make recommendations on the way forward.

## **HISTORICAL BACKGROUND**

The current system of decentralised governance is preceded by a long history of many short-lived structures or systems of local governance. The modern governance in Ghana started as a centralized system under the British colonial rule. The colonial government met pockets of opposition from the traditional authorities and the advocates for self-government. To appease these groups the British started devolving power to those groups by mid-nineteenth century. The historical landmarks are as follows:

- 1852 - Formation of a legislative assembly of chiefs with powers to levy poll tax (head tax);
- 1894 - Establishment of town councils in Accra, Cape Coast and Sekondi-Takoradi;
- 1925 - Establishment of the Kumasi Town Council;
- 1935 - Establishment of the Town Council at Obuasi;
- 1940 - Establishment of Tarkwa town council.

It is important to note that, though the traditional councils were automatically privileged to seats on the councils, they continued to regard the town councils as rival institutions. Further more, the rural areas were left out in the establishment of local councils, as the British Government was only interested in diffusing the political pressure stemming from the urban elite.

The first comprehensive Local Government Act of 1951 introduced a two-tier system comprised of 26 District Councils and 252 Local Councils. The Act was a compromise between elected representatives who were given two-thirds of the seats, while one-third was reserved for the traditional authorities. The human and financial resources available to operate these councils were very limited. Therefore the councils were administratively incapacitated and financially dependent on the central government. The Greenwood Report recommended the reorganization of the councils, amalgamating many contiguous councils and reducing the number to 70 councils.

Following independence, in 1957 the number of Councils was once again increased to 183. Apart from the human and financial resource constraints indicated earlier, the abolition of the seats reserved for the traditional authorities gave rise to further discord in local governance. Again, differences in political inclinations prevented councillors from working harmoniously. At the same time, Local Councils were being undermined by an emerging one-party socialist system that used the centralized planning approach.

1971 saw the enactment of another Local Government law, which introduced a four-tier structure, namely, Regional Councils on the second level, 47 District Councils on the next level, and last, local, urban or town councils depending on where they were situated. This system had elevated the 47 District Councils throughout the country as the political and administrative foci.

Shortly after the military takeover in 1972, the Local Government Act of 1971 was amended with NRCD 138 (1972) and NRCD 258 (1974). The four-tier structure was maintained but the District Councils were increased to 65 and remained the focus of local government. This was the era when the local government service was merged with the national public service whereby remunerations for the former were absorbed by the central government. Some experienced civil servants were also transferred to work at district level. However, it is noteworthy that this arrangement removed control over personnel from the Districts, giving them no say in recruitment, remuneration, training and promotion.

In 1988 the PNDC government introduced the Local Government Law 207, which was amended by Act 462 of 1993. The law formed the basis of what has been described as “The New Local Government System”. This law led to the establishment of 110 Assemblies comprised of three Metropolitan Assemblies, four Municipal Assemblies and 103 District Assemblies. Thus, in Ghana, a new era of decentralised governance was ushered in.

The decentralised system, seeks to democratise decision-making through local participation of the majority of people. In more specific terms, decentralisation seeks to give the people the responsibility for managing their own affairs. And in another dimension, it seeks to strike a balance in the exercise of actual power between the State and local communities. Two cardinal elements appear to underlay the concept of decentralisation. These are de-concentration and devolution. In the Ghanaian context, de-concentration means moving personnel and creating new offices away from the centres and closer to the Districts; and devolution means giving power and authority to the Districts. Both aspects of decentralisation are supposed to take place simultaneously (Ahwoi, 1988).

### ***Laws, Policies and Guidelines***

The laws and policies underlying decentralisation in Ghana constitute the regulatory framework of the system. Paramount among them are:

- Local Government Law-Act 462 of 1993

This law, among others, is the legal basis for the:

- Devolution of central administrative authority to the Metropolitan, Municipal and District Assembly (MMDA) levels. This could be described as the political dimension of the process.
- Fusion of the functions of sectoral ministries, departments and agencies (MDAs) in an Assembly area into one administrative unit. This gives Metropolitan, Municipal and District Assemblies, (MMDAs) sixteen, thirteen and eleven departments, respectively. This administrative structure transfers functions and responsibilities of the ministries, departments and agencies to the lower level.

### ***Membership and substructures***

The membership is comprised of two-thirds elected and one-third appointed members (Local Government Act of 1951). One of the members is elected as the presiding member, who chairs the general meetings of the Assembly. The President appoints Chief Executives to head the Districts. High-ranking civil servants who are also referred to as Coordinating Directors support them. The Directors are responsible for all departments within the Assembly. Presently, they exercise oversight responsibility for the administration of the Ministries, Departments and Agencies (MDAs) that would eventually become part of the Assembly System. Presently some practical problems have made it impossible for the Assemblies to incorporate those departments (Act 462, First Schedule, Section 38).

The Assembly’s main committee is the Executive Committee, which is chaired by the Chief Executive. This committee runs the affairs of the District when the Assembly is on recess. The sub-committees of the Assembly include development planning, social services, works, justice, security, and finance and administration [Act 462, 24 (1)]. The Assemblies also have Tender Boards, which assist them to procure goods, works and services in a transparent manner.

The Assemblies have sub structures such as Sub Metropolitan Councils, Town or Area Councils, Zonal Councils and Units. These councils are subsets of the Assemblies but they are not firmly established on the ground (*Figure 2 - The Local Government Structure*). Thus they represent a weak link in the Assembly structure.

### **Functions**

The MMDAs and the specific legislative instruments that set up the Assemblies assign the functions of the sub-structures. However, the Unit Committees are given specific roles to perform including public education, organisation of communal labour, revenue raising, ensuring environmental cleanliness, registration of births and deaths and implementation and monitoring of self-help projects.

It is important to indicate that an Assembly in Ghana constitutes the basic planning and development units. The sub-structures are mainly for the implementation of Assembly decisions, which might not necessarily reflect the aspirations of the people.

### **The New Planning System Law - Act 480 of 1994**

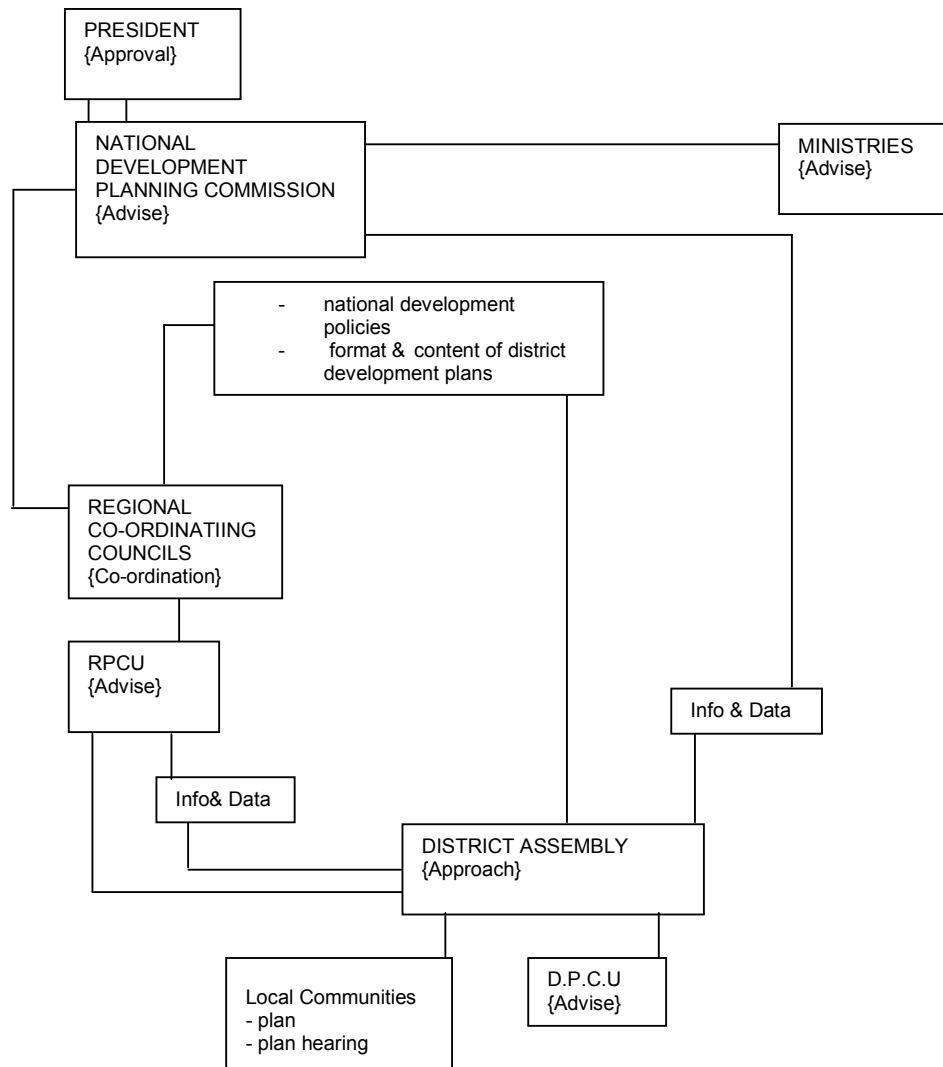
The New Planning System constitutes another dimension of the Decentralisation system. The law promotes planning from below instead of the orthodox “top-down” approach. Again, it promotes planning as a participatory process giving opportunities to the people affected by planning to be part of the decision-making process. Plans prepared by the District Planning and Coordinating Unit are presented at public hearings where the local communities have the opportunity to provide inputs. (*Figure 1 - the New Planning System*)

### **Fiscal Decentralisation**

The laws regulating the public financial management in Ghana under the decentralised system are:

- Financial Administration Decree (FAD) 1979, SMCD 221.
- Financial Administration Regulation (FAR) 1979 Legislative Instrument 1234.
- Financial Memorandum for Municipal and Urban Councils of 1961.
- The Constitution of the Republic of Ghana 1992.
- The Local Government Act 462 of 1993.
- District Assembly Common Fund Act 455.

**Figure 1: The New Planning System**



*Drawn from Ghana: The New Local Government System (1996)*

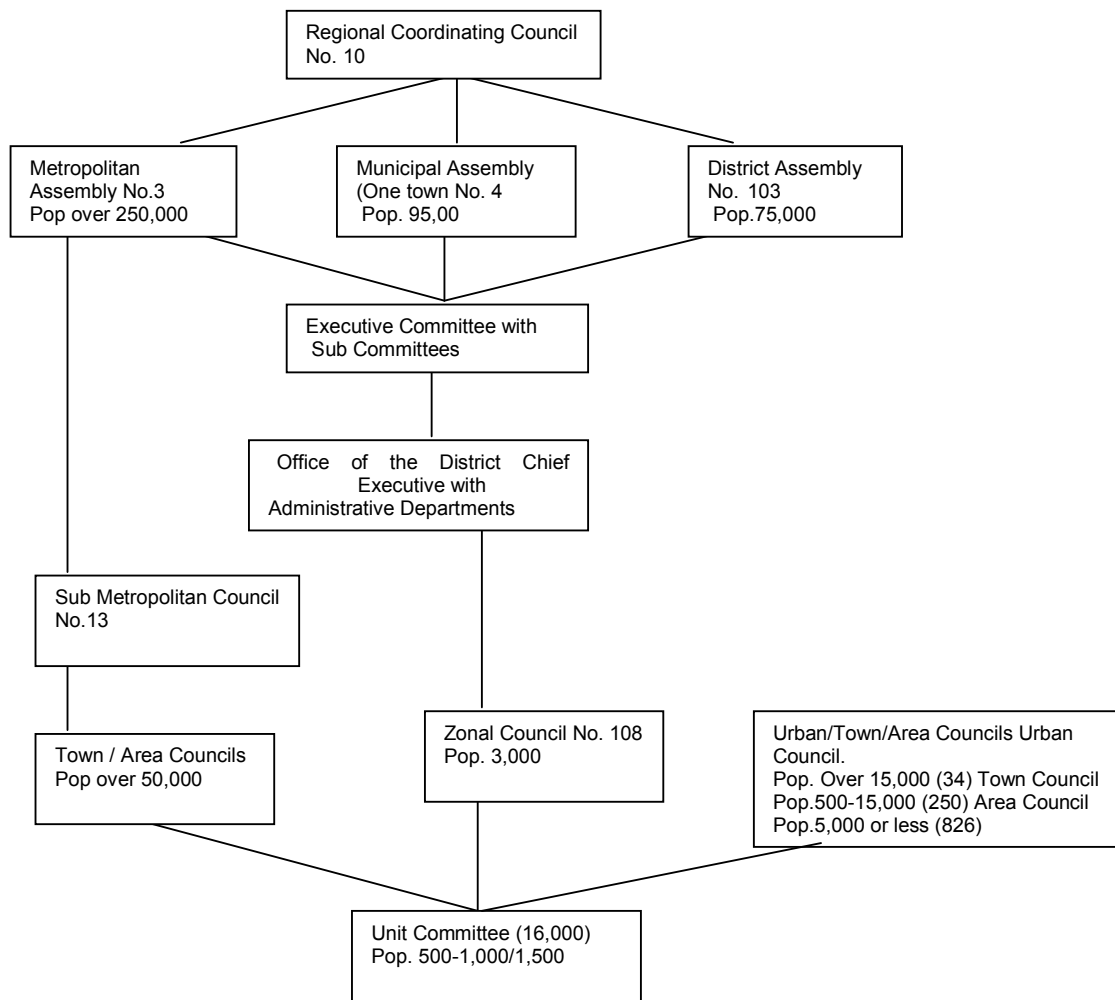
The FAD gives authority to Ministry of Finance (MOF) to prepare, publish and control the national budget. While the FAR makes the Controller and Accountant-Generals Department (CAGD) the principal disbursement agency of the Government. The 1992 Constitution (Article 252) and the District Assembly Common Fund Act 455 constitute the legal basis for providing not less than five percent of total tax revenue of Ghana to MMDAs. This is distributed according to a formula approved by Parliament. The fact that the centre has its hand in the operation of the fund is reflected in the following guidelines. The cabinet decided that 10 percent of the DACF should be paid into a contingency fund out of which 50 percent has to be allocated to MPs for financing projects in their constituencies. Secondly, 25 percent is given to Regional Co-ordinating Councils (RCC). Again 50

percent of the fund is directed at specific development sections determined by Ministry of Local Government and Rural developments as follows:

- Productivity Improvement and Employment Generation Fund (20%);
- Self-Help Projects (10%);
- Accelerated Housing Delivery (5%)
- Training and Staff Development (2%)
- Sanitation (5%)
- Rural Electrification ( 3%);
- Disaster Management (5%);

In terms of budgeting, there is no relationship between the national and MMDAs budgets. The national budgeting system is a 3-year medium term expenditure framework (MTEF), whereas the MMDAs operate an annual incremental budgetary system with codes of accounts different from the former.

**Figure 2: The Structure of the Local Government**



## **IMPLEMENTATION OF THE ASSEMBLY SYSTEM**

At the centre of the devolution of power to the grassroots in Ghana are the Metropolitan, Municipal and District Assemblies (MMDAs). The Assemblies are corporate bodies which may sue or be sued in their own names. (Act 462 Section 4).

It has been said that the creation of several sub-structures within the decentralised system is a positive sign of increased participation in local governance. However, one might argue that if these sub-structures are, by their functions, serving only as implementing agents of the Assembly, then participation may be illusory. As already intimated, some of the functions of the Assemblies are performed by respective committees and sub-committees. These committees are not found within the lower sub-structures. This further weakens the decision-making powers of the substructures and their ability to function effectively.

Perhaps the inability of the decentralised system to function effectively is caused by the manner in which the process is being implemented. The decentralisation policies, like all local government systems in Ghana, were designed by politicians and technocrats and handed down to the populace. Therefore few are the citizens who do understand the concept and identify with and appreciate what it seeks to achieve. The inability of the people to understand and appreciate the relevance of decentralisation to their development needs is a major obstacle facing its implementation.

Apart from the foregoing, other legal, administrative, political, planning and resource constraints cause bottlenecks in implementation.

Legally, the law which established the decentralised system of governance, perhaps assumed too much without due regard to some existing laws. This has generated some legal conflicts between that law and other laws. Some selected examples are recalled for illustration.

The Civil Service Law (PNDC Law 327) establishes the Office of the Head of Civil Service, Ministries, Offices of the Regional Coordinating Councils and Offices of the District Assemblies as one service. Meanwhile, the decentralised system seeks to establish a Local Government Service (LGS). By virtue of PNDC Law 327 the LGS would see the light of day only if the said Law is amended. Secondly, it is legally impossible to make public corporate bodies, such as the Ghana Library Board (Act 327. 1970) and units of autonomous public institutions such as the Forestry Commission, part of the District Assembly system without amending the laws establishing them.

Administratively, amalgamating about twenty-two MDAs into sixteen, thirteen and eleven departments under the Metropolitan, Municipal and District Assemblies, respectively, would be a difficult task to accomplish, considering that departments tend to maintain strong ties with their head offices.

Another administrative problem with the system is dual allegiance. For example, whereas Act 462 makes a district medical officer part of the Assembly, the Ghana Health Service and Teaching Hospitals Act (525) provides for a District Director of Health Services who is answerable to the Director-General of Health with respect to matters of health and to the MMDA Chief Executives on administrative matters. An officer in such a position cannot belong to the Local Government Service though he is operating at the District level.

In terms of Planning, the District Assembly is mandated as the Statutory Planning Authority, whilst their plans have to be harmonized by the Regional Coordinating

Councils before they are submitted to the National Development Planning Commission (NDPC).

Again the District Plans are expected to include the programmes of the sectoral ministries, but to date that has not been the case. The ministries prepare their plans and programmes without reference to the plans of the DAs. The simple reason underlying this is that the sectors operate a vertical planning system directly related to the national budget.

There is also the problem of planning physical environments or human settlements. The National Town and Country Planning Law (cap 84) is operating side by side with Act 462 which places planning functions under the Assemblies.

Politically, the decentralised system in Ghana is non-partisan. However, the appointment of Metropolitan, Municipal and District Chief Executives by the President of the Republic of Ghana brings partisan influence to bear on the operations of the Assemblies. Eventually the entire assembly is rendered partisan in practice. The context of national partisan political system makes it difficult for Ghana to operate a non-partisan local government system as envisaged in its conception.

The shortage of financial resources at the District Assembly level is, at once, compounded by and results in severe shortages in qualified personnel in the fields of planning, administration, budgeting, finance, health and education in most districts. Decentralisation thus defeats itself, and community development suffers by both financial and human resource inadequacies. Assessments have revealed that many of the staff working with the Assemblies are not qualified for the job they perform.

Again, Assemblies are poorly resourced in financial terms. They generate only about 30 percent of total revenue from within and depend on the Central Government for the remaining 70 percent (Grants, Ceded Revenue and DACF). This financial arrangement, of course, compromises the independence of the Assemblies.

Financial and human resource inadequacies also impede the formation of substructures and the units that are supposed to function with greater proximity to the communities. In their absence, citizens' participation, a core justification of Decentralisation in Ghana, remains an empty promise.

## **LESSONS AND LEARNINGS**

Development practitioners can draw a lot from this Review of the Decentralisation Process in Ghana. For objectivity, it is necessary to identify both the positive and negative lessons that the Ghanaian experience richly offers.

### ***Positive Lessons***

- The flow of financial resources equivalent to at least 5 percent of the total tax revenue to Assemblies for development financing have supported projects which hitherto would have been impossible.
- Local level elections of Assembly Members has increased political awareness at community level. The people have developed their own indicators for assessing the performance of Assembly Members and Parliamentarians alike.
- The process has promoted the self-confidence of citizens, especially women's, to take up politics and run for elections to advance the interests of

their own constituents in the National Parliament as well as the Local Assemblies.

- Some qualified technocrats are now working at the District levels, among which we find professional planners and budget analysts, even if the attrition rate of such professionals in the rural districts is very high.
- The process has brought in its trail a healthy competition among Assemblies, as they endeavour to outdo one another in development.

### **Negative Lessons**

The concept of Decentralisation has not been watered down for the average person to appreciate its relevance for community development to enable people to identify with it.

- The appointment of Chief Executives by the President will expose the process to partisan biases, sometimes creating opposition to the office in the performance of duties.
- The structure, as explained earlier, has no explicit representation of civil society institutions in terms of membership whereby both elected members and civil society organizations can work as equal development partners.
- The lack of resources for the formation of the substructures as conceived originally, has left the structure hanging without firm roots. The absence of the substructures has closed doors on effective grassroots initiatives and the development of live databases for planning, decision-making and development work.
- There is a fair amount of control from the centre. This is done through such organs as the Regional Coordinating Councils, National Development Planning Commission and sectoral ministries. This does not enhance the growth of grassroots democracy and initiative.
- The low skills of assembly staff and limited resources have resulted in poor service delivery and poor performance of the Assemblies. This has created a poor image for many assemblies in Ghana.
- The flow of financial resources from the centre to the Assemblies as part of the local government system is laudable. However, over-dependence on this source by Assemblies has its disadvantages.
- The development orientation of the assemblies is towards social services and the hardware aspect of development such as structures for schools, markets, clinics and so on. Lack of emphases on the software dimensions, such as knowledge and productive capacity enhancements, limits the Assemblies' impact on poverty.
- Unfortunately, the assemblies are receiving support from the sectoral ministries who have the experts. The operations of the sector ministries and the Assemblies are therefore parallel instead of complementary.

The negative lessons point to some of the gaps in Ghana's Decentralisation. These are legal, institutional, resource deficiencies and methodological.

Legally, there is a gap between the Local Government Law and other laws, which have to be filled. Unless that is accomplished it will be difficult to achieve the unified administrative system envisaged.

- There is an institutional gap in terms of the role of traditional authorities and civil society in the decentralised framework. Presently, government reserves one third of the 30% appointed members for traditional authority and one-third for women but nothing is said about the civil society.
- The resource gap seems to be the biggest one therefore Assemblies have to mobilize additional resources from within and without the assembly to reduce their dependence on central government.
- The method of planning is biased towards social and hardware projects leaving a gap between the social and productive sectors as well as between the hardware and software aspects. There needs to be greater emphases on promoting skills acquisition through training, advocacy, lobbying and so on.
- Furthermore, there is a gap between the assembly and the communities as a result of the absence of the relevant sub structures. This leaves the system with shallow roots for development.

### **THE WAY FORWARD**

Some of the gaps provide challenges and opportunities for civil society organizations, NGOs and development partners in the North and, of course, Government. Decentralisation in Ghana will be meaningful only if it proves to be effective in development and reducing poverty. To this end, Government, non-governmental organisations and other development partners have to fill these gaps urgently and systematically.

The government must review the laws that conflict with the basic Local Government Law Act 462. The NGOs on their part could take up and promote the development of the productive and software aspects of the development process at the local level. The Assemblies have to be supported to establish the substructures to link them to the communities for effective participation. These challenges define that tasks awaiting all those committed to moving Decentralisation in Ghana forward.

### **2.3.4 Presentation 4 - Decentralised development planning process-The experience of the Asante Akim South District Assembly**

By Francis Owusu-Ansah, Assistant Director - Asante Akim South District Assembly

#### **INTRODUCTION**

The presentation has been structured to stimulate our thoughts on:

- The nature of the Planning Process in the Assembly;
- The role of the Assembly's structure in the process;
- The role of the communities;
- The difficulties in implementing the laid down planning process;
- Lessons to be learnt and the gaps to be filled.

#### **THE NATURE OF THE PLANNING PROCESS**

##### ***Background***

The planning process in Ghana, until 1988, had been centralised and was characterised by a top-down approach to decision-making. Programmes and projects were often designed by the national sector agencies in a blueprint manner and implemented at the local level without the involvement of beneficiaries. This created the problem of communication and co-ordination. Information flow was mainly vertical whilst horizontal co-ordination was virtually lacking. The effects were that objectives were not effectively achieved.

##### ***The New Paradigm shift in the Planning Process***

The defects of the centralised system of planning necessitated a process of decentralising planning, decision-making and budgeting functions to the local levels in 1996. The new planning system was designed to take consideration of the reforms in democratic governance; e.g. decentralisation. Its ultimate goal is to enhance community participation in the planning process and ensure optimal realisation of the aspiration of the people.

##### ***The Legal Framework for the New Planning System***

The new planning system is based on the following five basic legislations:

###### **(a) The 1992 Constitution of Ghana**

Articles 86 to 87 and 240 to 256, of the 1992 constitution outline the basic concepts and principles of decentralisation in the New Planning System. Articles 86 & 87 call for the establishment of the National Development Planning Commission while Article 240 (e) advocates for the effective participation of people in the governance of their areas of jurisdiction.

**(b) The 1993 Local Government Act 462 and LI 1589**

These two legislations established the 110 District Assemblies and together empowered the population to participate in the Development Planning process at various levels.

**(c) The 1993 Civil Service Law (PNDCL327)**

The Civil Service Law restructures the Service to render it more responsive to the development needs and direction of the country. It is important to note that by this law hundreds of Civil Service Directors (equivalent to Principal Secretaries) exercise very important planning functions throughout the country.

**(d) The 1994 National Development Planning Commission (NDPC) Act 479**

Act 479 of 1994 established the NDPC as the highest Planning authority in the country. The NDPC is ultimately tasked to, among others, prepare broad National Development Plans and to keep under constant review these plans in the light of prevailing domestic and international economic, social and political conditions.

**(e) The 1994 National Development Planning (System) Act 480**

Act 480 of 1994 specifies Institutions and Agencies as Planning Authorities and also defines roles, functions and procedures. More importantly, the Act specifies the functions of both the District Planning Co-ordinating Units and The Regional Planning Co-ordinating Units.

**Major Features**

What are the major features of the new planning system?

- It has the district as the Development base with the strong believe that ***'if it does not happen in the village then it does not happen at all'***
- It is participatory and multi-level involving many organisational institutions e.g. The President, the NDPC, the Regional Coordinating Council (RCC) and the District Assemblies.
- Formal plan making occurs at the NDPC and DPCU levels with the RPCU co-ordinating. Actual Planning activity is initiated at the local level with the National level only providing direction.
- It is democratised, showing a functional shift in emphasis as regards actors and activities. There is therefore a clear effort to decentralise decision-making.
- It is integrated, as it allows for the analysis of each development issue e.g. political, social, and physical.

## **The Planning Process**

The planning process sought to locate more autonomous decision-making power at the lower levels in the administration and development of Ghana.

The new paradigm called for institution of local administrative structures culminating in the election of Assembly members and the institution of Town/Area/Urban Councils and Unit Committees. The role of this sub-structure is crucial when dealing with the development interests, problems and demands of the local people.

What then is the actual process in fashioning out a development plan for the district and how are the communities and the sub-structures enumerated above involved in this process?

- The process begins with sensitisation of all stakeholders in the planning and resource-mobilisation system to give inputs for the preparation of the five-year development plan. (The stakeholders include the decentralised departments and the relevant Sub-committees of the District Assembly. Other stakeholders include the Local Private Sector operators, NGOs/CBOs and ordinary citizens within the district).
- The next stage is the collection, collation and reviewing of data and information from the above sources including questionnaires necessary for producing District profiles on education, health, agriculture, commerce, industry, poverty, etc. which aid in the plan preparation.
- Every Unit Committee submits its plans to serve as input for the composite plan of the Assembly through the Area Councils.
- All Unit Committees' plans are then harmonised into a holistic unit. Together with the inputs from departments, NGOs/CBOs and other donor agencies a district profile is built to serve as the basis of fashioning out the Five-Year Development Plan of the District.
- Before it becomes a development plan, it has to go through a lot of processes and the first step involves a critical review of the profile by the District Planning and Co-ordinating Unit and a consultant employed for that purpose.
- Out of the reviewed profile a Statement of Plan and Project Proposals are prepared.
- The Project Proposals are then submitted to sector heads for their technical assessment.
- The Statement of Plan is then submitted to appropriate sub-committees for ranking. Ranking is important because of the limited funds and finances of the Assembly.
- All proposals from the sub-committees are then submitted to the Executive Committee for debate.
- The 1<sup>st</sup> Draft Document is then prepared and sent to all the Area Councils for public hearing.
- After the public hearing, the 2<sup>nd</sup> Draft Document incorporating comments from the Area Councils is prepared.
- The 2<sup>nd</sup> Draft is again sent back to the Executive Committee for debate.
- Thereafter, the Document is sent to the General Assembly for another round of debate.
- It is then subjected to a public hearing at the Area Councils.

- The final document is then prepared and submitted to the Regional Co-ordinating Council for on-ward transmission to the National Development Planning Commission.

## THE ROLE OF ASSEMBLY'S STRUCTURES IN THE PLANNING PROCESS

### *The Unit Committees*

As stated earlier, the local government law is framed in a way as to reflect the views, aspirations and objectives of the people. The Unit Committee is the base structure of the new Local Government system aimed at achieving this purpose.

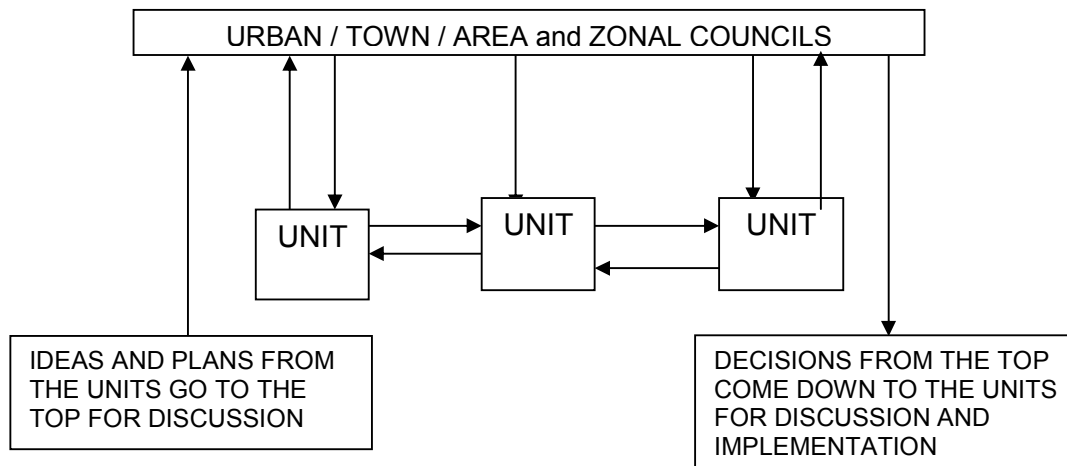
### **Planning functions of the Unit Committees**

Unit Committees are expected to furnish the Area Councils with records of rateable persons and properties. The records provide the focal point for discussion of local problems and take remedial action where necessary or make recommendations to the Assembly where appropriate through the relevant Urban, Zonal or Town Council. They also make special proposals to the Assembly for levying and collection of rates for projects and programmes through the relevant Urban/Zonal or Town/Area Councils.

Unit Committees are very important in the planning process since they ensure access to relevant information and the ability to meet and discuss issues from divergent positions.

### **Area Councils**

The Area Council is the medium through which plans, data, inputs, proposal, etc. from the Unit Committees are channelled to the office of the District Chief Executive or the Assembly. It serves as the administrative unit of the Unit Committees under it. It administers correspondence from the Units and serves as a liaison between the Assembly and the Unit Committees. The diagram below depict the structural linkage between the Unit Committees and the Area Councils:



### ***The Sub-Committees of the Assembly***

The next structure of the planning process is the sub-committees of the Assembly. All letters, proposals, plans and development inputs from the Unit Committees channelled through the Area Councils to the office of the District Chief Executive are referred to the appropriate sub-committee of the five sub-committees of the Executive Committee.

Each Sub-committee develops information on resources and identifies opportunities and constraints for the exploration of these resources. They also prepare exploitation and phasing plans and strategies. They consult with other sub-committees and the private sector to assess the implications of the proposed plan to the plans of other sub-committees' and private organisations. Finally, they submit the plan to the Executive Committee for harmonisation with other sub-committee plans.

### ***The Executive Committee***

The next in the hierarchy of decentralised planning is the Executive Committee, which performs the Executive functions of the Assembly. It is presided over by the District Chief Executive and consists of not more than 1/3 of the total number of members of the General Assembly. Executive Committee exists to co-ordinate plans and programmes of the sub-committees and submit these to the General Assembly. They adopt measures to develop and execute approved plans of the Areas, and Town councils within the area of authority of the Assembly.

### ***The General Assembly***

The General Assembly is the highest planning authority in the district and performs deliberative, legislative and executive functions. As stated earlier, all sub-committee plans are channelled to the Executive Committee and the final approval or assent is obtained at the General Assembly. The Assembly has the power to reject any proposed plan that is deemed not to serve the interest of the district and/or contravenes the national development goals. It is responsible for the submission of the overall plan of the District to the NDPC through the Regional Co-ordinating Council for approval. It also exists to formulate plans, programmes and strategies for the effective mobilisation of the resources necessary for the overall development of the district.

## **PROBLEMS IN THE IMPLEMENTATION PROCESS**

Like any new concept the new planning process is beset with a number of problems. These problems may be due to financial constraints, political influences, lack of knowledge, apathy, staffing problems and the scarcity of logistics in the implementation process. These difficulties would be discussed at the various levels of the implementation process as experienced by the Asante Akim South District Assembly.

## **Difficulties at the Unit Committee level**

### **The Problem of Size and Voluntarism**

By law, each Unit Committee is expected to have as much as 15 members. This means that a typical community of four Unit Committees would have sixty people doing the planning. Squabbles tend to dominate committee meetings whilst it becomes difficult to secure a quorum to organise any effective meeting. The problem is compounded by the fact that membership of the Unit Committees is purely voluntary. Most of the committee members were not sufficiently informed about the voluntary nature of the concept. *There was this funny incidence of a man who promised his wife not to proceed with a divorce case since he was going to assume the chairmanship of a Unit Committee that would enable him to live up to his marital responsibilities.*

### **Ignorance and Political Interference**

Ignorance has also manifested itself politically in the Unit Committees. The framers of the LI that created the Unit Committee in their wisdom tried to insulate politics from the concept. However, politics seems to play much role in the Unit Committees than envisaged. After the 2000 General Election members of the vanquished parties nurtured the erroneous conviction that their tenure of office ended with the results of the general elections. The problem was compounded when it was announced that all government appointees were to be relieved of their posts. This has actually led to the disintegration of most Unit Committees.

### **Lack of Expertise of the Unit Committees**

Another problem of the Unit Committee is that government appointees who are expected to possess certain specialities supposed to be brought to bear on the planning processes of the Committees do not possess such qualities after all. This problem is due to the fact that their appointments are coloured by political considerations irrespective of the member's career background. Chiefs are not consulted in the appointments of these members thus resulting in the appointment of people whose moral fibres are questionable. There have been several instances where Unit Committee members have been brought to the Assembly to answer charges of financial misappropriation. They are a minus rather than a plus. The Unit Committees are left with no experts due to this reason whilst competent retired teachers, civil servants, etc. lay fallow in some communities.

### **Squabbles between Unit Committee members and other actors in the planning process**

The hitherto harmonious relations that existed in communities are threatened by demarcations along Unit Committee lines. Struggles develop between one Unit Committee and another for the siting of projects in particular units of the town. This came up sharply when two KVIPS were to be constructed in Juaso town and the choice of the site was left to the Unit Committee members with the Environmental Officer providing only technical advice. Probably this problem arose because the Area Councils that were expected to co-ordinate the activities of the units were not in operation.

For effective planning there should be effective co-ordination between the Unit Committee and the chiefs since chiefs epitomise development in the district. Squabbles between chiefs, Unit Committees and Assembly members are rife and seriously impede the planning process. Assembly members who are also expected to serve as the liaison between the Unit Committee members and the General Assembly are at each other's throat. Consequently, issues that are raised at General Assembly meetings supposed to be discussed at Unit Committee levels are not relayed.

### **Misconduct by Unit Committee members**

Unit Committees in their zeal, overstep their bounds. There are a number of instances where some Unit Committee members have seized strayed animals, killed and shared among themselves. The law in the district is that all seized animals should be brought to the Assembly and auctioned. The proceeds are then transferred into the community's account for development but the committees do their own thing.

### **Area Council**

The woes and inefficiencies of the Unit Committee are probably due to defunct Area Councils. As stated earlier, the Area Councils are expected to serve as the link between the Unit Committees and the General Assembly. They are also to co-ordinate the activities of a number of Unit Committees within a specified jurisdiction so that the general planning of the Area in question would be harmonised. Unfortunately, up till now none of the Area Councils in the Asante Akim South District has been staffed to manage the Councils. This is due to financial constraints. It is abundantly evident that the Assembly's traditional source of revenue cannot cater for these Councils. It is encouraging however that the Ministry of Local Government has indicated its intention to finance the Councils. This has however not materialised though the CVs of the prospective staff interviewed have been forwarded to the Ministry.

## **PROBLEMS AT THE ASSEMBLY**

### ***Non-adherence to Development Plan***

The problems of planning at the Assembly level could be seen in the rate of deviation from or non-adherence to planned projects and programmes at the implementation stage. These deviations could be due to political considerations, financial constraints and undue interference from the centre in the mode of disbursement of the District Assembly Common Fund. Before preparing this section of the paper a careful study of the 1996-2000 development plan of the district was undertaken. Of the 72 projects that were proposed in the plan, twenty of them were executed. Twenty-seven were not executed whilst seventeen of them were partially done.

If almost half of a district's plan carefully prepared with inputs from the grassroots and all stakeholders could not be implemented at the end of the planning period, then the exercise of decentralised planning becomes a mockery. One can confidently say that even the projects that were executed in the plan might have happened by sheer accident, rather than a result of a deliberate reference to the plan. The reasons for this chronic failure to adhere to plans are explained below:

### **Poor Revenue Base of the Assembly**

The Asante Akim South District like most districts faces serious financial constraints. Sources for the mobilisation of traditional forms of revenue are virtually non-existent or unexplored. Thus revenue generated hardly covers recurrent expenditure let alone development projects planned by the Assembly. The following table shows gaps between revenue targets and the actual collections for the 2000 financial year, whereby development plans are thrown off by a cumulative deficit of 32%.

No.	ITEM	YEAR 2000 APPROVED ESTIMATES	ACTUAL REVENUE AS AT 31/12/2000	VARIANCE	ACHIEVEMENT RATE
1.	Rates	43,833,824	47,149,958	+ 3,316,134	108%
2.	Lands	101,425,000	49,008,600	- 52,416,400	48%
3.	Fees	50,700,200	49,902,050	- 798,150	98%
4.	Licences	40,175,500	25,917,600	- 14,257,900	65%
5.	Rent	8,940,800	5,227,000	- 3,713,800	58%
6.	Other Rateable Items	580,000	638,000	58,000	110%
7.	Investments	48,000,000	11,705,857	- 36,294,142	24%
8.	Miscellaneous	2,000,000	10,652,777	8,652,777	533%
	<b>TOTAL</b>	<b>295,655,324</b>	<b>200,201,843</b>	<b>- 95,453,480</b>	<b>68%</b>

It is obvious from the numbers above that the district cannot embark on any meaningful construction of capital projects with its traditional sources of revenue. The total amount collected can barely complete two six-classroom blocks. Hardly has there been any correlation between revenue generation and capital expenditure. The Assembly has difficulty paying for staff salaries, fuel purchases or stationery credited.

### **Problems associated with Common Fund Administration**

The major sources of revenue for development projects have been the Common Fund, which is woefully inadequate. The cost of the second phase of the Assembly's Administration block consumed more than half of the 2000 allocation of the Common Fund. Moreover, the Common Fund arrives with a legion of guidelines that stifle the implementation of the Assembly's plans and programmes. In the year 2000, 72% of the Common Fund was to be spent according to specifications from the Office of the Common Fund Administrator. Significantly, this was done without regard to local plans and programmes.

Delay in the release of the Common Fund is also another source of concern. The last instalment of the second quarter allocation arrived in the fourth quarter. The adverse effect that this syndrome could have on proposed plans is evident. In our part of the world where inflationary figures could reach three digits, such delays in financial disbursement could have disastrous consequences. The original contract sum of the second phase of the district's administration block was ₵650,000,000.00 but has now been revised to ₵864,000,000.00. This tends to affect allocations to other projects.

### ***Donor Funds Tied to Specific Projects***

There is also the concern of donor funding that is tied to specific types of projects. Donor funded projects fail to recognize and support the carefully laid down development plans of the District. For example the current on-going 5<sup>TH</sup> micro-project programme was specifically tied to Education, Water and Sanitation and Health. These areas have however attracted in recent times most of the foreign donor interventions. For example the educational sector in the district has attracted interventions like Basic Education Sector Improvement Programme, Whole School Development Programme, ISODEC/ Assembly Girl-Child Education Programme, etc.

This is not to underrate the importance of education in the District but attempts must be made to ensure that plans of the Assembly are coterminous with other interventions to ensure uniformity and balanced development and to avoid duplication.

### ***Political ambition of Actors in the Planning Process***

A statement has to be made about the adverse effect of the political ambition of other actors in the planning process. The Member of Parliament who would want to maintain his seat may choose to direct the distribution of some items or the location of a project in a particular community. The District Chief Executive who might desperately want to capture that electoral area would have two options. He would either use his power of overseeing the implementation of the MP's programmes to thwart his efforts or duplicate what the MP has already done. In either case it is the district plan that suffers. Such incidences do not happen only at the top echelons of the political system. Assembly members forcefully lobby for projects and materials to be sent to their communities so that they can be sure of their position in the next election. If such an Assembly member is sympathetic to the party in power the District Chief Executive can easily accede to his/her demand without recourse to the district plan.

## **LESSONS TO BE LEARNT AND GAPS TO BE FILLED**

### ***Public Education and Payment of Allowances to Actors in the Planning Process***

The lessons to be learnt are numerous in view of the host of problems that confront the district in the planning process. Adequate education must be offered to Unit Committee members on their roles and bounds in the planning and implementation process. Voluntary nature of the Unit Committee concept must be reviewed. An allowance should be paid to them whilst the number should be prudently cut to manageable levels. The Unit Committees are the most important elements of the structures in the implementation process since their inputs reflect the concerns of the people. Assembly members should also be given enough incentives to enable them perform efficiently.

### ***De-politicisation of the Planning Process***

All the sub-structures in the planning process must be de-politicised so that all shades of unbiased opinions and expertise could be utilised at all levels of the planning process.

### ***Adequate allocation and timely release of the Common Fund***

The common fund allocation for District Assemblies should be adequately increased to reflect current trends. Funds must also be released in time to avoid the adverse effects of inflation on the execution of the projects.

### ***Frequent meetings of Sub-committees and Executive Committees***

Meetings of sub-committees should be more frequent and focussed. Decentralised departments must be made more answerable to the central administration than the mother departments so that district plans could be more coherent.

### ***Area Councils to start Operation Immediately***

The Area Councils, which serve as links between the Unit Committees and the office of the District Chief Executive must be resourced and made functional with immediate effect.

### ***NGO Activities to be integrated into the Planning Process***

One could emphasise that foreign/donor interventions are very crucial in the development of the district. There is therefore the urgent need for donor interventions to be integrated into the planning process. There must be a central point where all NGOs that wish to operate in the district would have their plans married to that of the overall district plan. Unfortunately, most of these interventions arrive when the development plans have been prepared. In any case NGOs must be impressed upon to be more flexible in their demands to enter into particular sectors by taking due cognisance of the existing development plans of the district.

## **CONCLUSION**

Planning at the local level being a fledgling concept, the District Assembly believes that the current conflicts and problems are only natural growing pains. The N.C.C.E. has effectively been utilised to educate the communities on the roles and boundaries of the power stackers in the decentralisation programme. Chiefs, Assembly members, Unit Committee Members and entire communities have been given mass education on the concept of decentralised planning. A number of measures have also been put in place to improve upon the revenue generation capacity of the district to ensure that planned projects and programmes are effectively implemented.

This workshop should be seen as one of the efforts by NGOs and private organisations to assist District Assemblies in ironing out some of the constraints to planning in the district. It is hoped that the concerns raised would be followed up with a strong advocacy to ensure that they are addressed both at the national and district levels.

### **2.3.5 Presentation 5 - The Local Government In The Next Decade**

A Paper Present On Behalf of the Deputy Minister For Local Government And Rural Development: by K.A Tabi

#### **INTRODUCTION**

Before the present local government reform was initiated, it became clear that there was the need to evolve a system of local government administration that could be depended upon as reliable and indispensable in national development. The present decentralised local government system, was launched in 1988. Since its inception, District Assemblies have emerged as instruments of mobilization and development. They have seen greater involvement of the people in decisions that affect their lives from the Unit Committee level through the District Assembly system to the National Parliament.

There is no doubt that local government in this country has undergone a major transformation. The previous negative image has been replaced by one of confident optimism.

#### **DECENTRALISATION AND THE LEGAL FRAMEWORK**

For the decentralisation system and the new reforms to operate efficiently, there were legal, legislative and regulatory framework in the country's public administrative system. The legal basis for the implementation of the decentralisation system started with the enactment of PNDC law 207, which was later revised into the Local Government Act 1993, Act 462. Other legislative provisions that facilitated the implementation of the policy included the Civil Service law 1993, the District Assembly Common Fund Act 1993, Act 455, the local government (Urban/Zonal, Town Council and Unit Committees) (establishment) instrument of 1994, L.I 1589 and The National Development Planning Commission Act 1994, Act 479.

The 1992 constitution, complemented by the various registration on local government and the overall public sector reforms, have provided a clear vision, a sense of direction and the framework for the realisation of an efficient local government system that have promoted decentralisation and democratic participation.

#### **ACHIEVEMENTS**

In the area of decentralisation, remarkable strides have been made. The implementation has involved the following four major transfers:

- The transfer of functions and responsibilities
- The transfer of executive and legislative powers
- The transfer of means either financial resource, or
- The transfer of competence.

These transfers have very wide and difficult implications for implementation. The advances thus made so far, must be seen as hallmarks, which should spur us on. So far, I believe, we have laid a solid foundation that can be built upon to advance the cause of local government and thereby help to transform the system into a dynamic, action and development oriented sector.

The changes that have taken place include:

- A continuing process to man the districts with competent and dedicated staff.
- The transfer of functions, powers and resources from central government to District Assemblies;
- Ensuring the effective integration of sectoral programmes into the District Assemblies system;
- Mobilization of local human resources and talents and their integration into the decision – making and implementation processes;
- A decentralised planning system which involves the District Assembly, the technical / professional staff of the Assembly and the people, in the development planning processes;
- Transfer of financial resources to District Assemblies through the ceded revenue and the District Assemblies common fund (there have been problems with release of the ceded revenue over the past couple of years)
- The execution of a wide range of development projects across the country using the transferred resources;
- Ensuring more equitable allocation of national economic resources;
- More visible efforts at redressing the development imbalance between urban and rural communities;
- Capacity building interventions in the Districts through domestic, donor, and external credit support;
- Operation and maintenance of facilities and services in the communities;
- Active and direct participation of the local population in decentralised development and with the aid of NGOs and other external support.
- Democratisation of governance at the local level.
- Participation of the people in decision making processes, and the;
- Promotion of accountability and transparency in public administration .

Before these changes, the traditional approach to planning for social and economic development in the country was national in scope and sectoral in nature. A few staff of the Ministries in Accra and other central government agencies, without any consultation with or participation of the people who were the ultimate beneficiaries of the plans, formulated national development plans. The system obviously had a number of drawbacks. Such development plans and programmes:

- Were insensitive to community aspiration and opportunities for local level development initiatives.
- Inhibit integrated analysis, synthesis and action and represents a limited and partial approach to solving development problems; and hardly explore the interactive nature of development planning.

The new local government reforms; in the area of development planning; sought to:

- Restructure the ministries and central government agencies and decentralise their decision-making authority.
- Integrate local government and central government at the District and sub-district levels.
- Decentralise and integrate the development planning process and its supporting budgetary system; and finally to
- Effect adequate transfer of revenue, staff and other resources from central government.

Acts 462, 479 and 480 designated the District Assemblies as the planning authority charged with the over all development of the District. They provided that local people must participate in the formulation of the District development plan.

With the establishment of a strong, resourceful, and vibrant local government system, the enabling (I hear this is an overused term) environment, has been created for District Assemblies to address the critical problems of their districts. Issues like environmental sanitation, poverty alleviation and employment generation are persistent problems, which become even more problematic as the years roll by. It is time in this era of positive change, for District Assemblies to seriously take measures to address them within the scope of their competence and resource.

The government has declared that this is the golden age of the private sector, it is said to be the engine of growth. I believe that the local government system can play its part and serve as the chassis that will hold that engine in place.

As I have enumerated above, a number of initiatives that have been taken since 1988 to ensure effective decentralised development planning. They sounded very lofty but their implementations have not been without challenges.

The challenges facing the effective implementation of decentralisation in Ghana relate to;

- The organizational structure of most MDAs;
- The attitude and practices of implementation officials, DCEs, District bureaucracy, revenue collectors.

## **THE PLANNING PROCESS**

The new planning process have the following features.

- Planning at the District level starts with the communities' problems goals and objectives from the Unit Committee through the Zonal and Town Councils to the District Assemblies.
- the sub-committee of the executive committee of the D.A consider the problems and opportunities, define and priorities and submit these to the executive committee.
- the various departments of the District Assemblies, sectoral specialists, NGOs and other functional agencies confer and collaborate with one another to hammer out the ingredients of the District plan.
- the District Planning Co-ordinating Unit integrates and co-ordinates the District sectoral plans into long term, medium term and short term plans and annual budgets for consideration of the executive committee and debate by the District Assembly.

The approved plan is then sent to the R.C.C. for co-ordination and harmonization with the plans of the other District Assemblies in the region.

The N.D.P.C is at the apex of the National development 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.

The reforms in the planning process and the general initiatives -

- The local government reforms should help to establish an effective local government system.
- There should be a complete business of fiscal Decentralisation and composite budgeting at the District level must be looked at seriously since the present situation impinge negatively on projects and programme.
- In the next decade it will also be expected that the sub-district councils and Unit Committees will be enhanced in their management performance to take care of the basic issues of sanitation and environment and mobilization for community activities and development.

All these will require the active support from the people. Other problems, which need to be resolved within the next decade, include shortage of adequately trained human resource resulting in “square pegs in round holes” inadequate social and administrative infrastructure, inadequate revenue generation by District Assemblies and the challenges for coordinating donor support and all national initiatives.

## **2.4 Case Studies**

The participants shared experiences on how they have incorporated community-based planning in their programmes at the district level. Five organisations including Brong Ahafo District Support Project, ProNet, GTZ-Sedentary Farming Systems Project, Community Development Department and Jaman District Assembly shared their experiences, the detail can be found in the annexes 1 and 2.

## **2.5 Group work**

Participants formed five working groups to discuss the presentations. In each group each participant was to write out three (3) most important issues she/he thinks need to be addressed in improving community-based planning (CBP). The individual issues were shared within the groups, which allowed the groups to come up with five (5) most important issues that needed to be addressed. The issues from each of the groups were put together and cluster under five (5) major thematic areas: -

- Capacity Building
- Roles and Coordination of Stakeholders
- Local Level Structures and Politics (management)
- Legal Framework
- Methodology –Information base for planning

Each group was given one thematic area to discuss the issues that need to be addressed and come up with recommendations. The groups were expected to give justification for the suggestions and the appropriate authority expected to handle the issue under contention.

Below are group presentations.

2.5.1 Emerging Issues

GROUP 1

TOPIC: CAPACITY DEVELOPMENT

ISSUES	RECOMMENDATION	JUSTIFICATION (WHY)	RESPONSIBILITIES
Lack of Skills among district staff and knowledge gap on structure and role of the DA especially with the Assemblypersons and Unit Committees.	<p>Training in the following areas;</p> <ul style="list-style-type: none"> <li>• Data collection</li> <li>• Monitoring and Evaluation Management</li> <li>• Facilitation Skills</li> <li>• Community Mobilization &amp; Participation</li> <li>• Problems identification &amp; Needs assessment</li> <li>• Training of core staff in Management Information System&amp; Data analysis</li> </ul>	<p>For effective decision making &amp; planning</p> <p>Effective supervision</p> <p>Sustenance of projects</p> <p>Impart Skills</p> <p>Resource mobilization &amp; Utilization</p> <p>Prioritisation of needs for Data Storage &amp; effective Planning</p>	DA, NGOs (donors Development partners) MLGRD
Limited knowledge on CBP.	Sensitisation of the actors at various levels in the planning process on their roles & function.	<p>To ensure effective participation at all levels in planning process.</p> <p>To avoid conflicts and duplication of functions.</p>	DA NCCE NGOs
Lack of Logistics & incentives	<p>Provision and maintenance of tools &amp; equipments at all the structures of the planning process.</p> <p>Financial &amp; material incentives especially to the Unit Committees.</p>	<p>To ensure effective performance of tasks.</p> <p>To motivate actors for effective performance.</p>	Donor Agencies GOG, DA & NGOs

**GROUP TWO**

**TOPIC: ROLES & CO ORDINATION OF STAKEHOLDERS**

ISSUES	RECOMMENDATION	JUSTIFICATION (WHY)	WHO
Lack of coordination between District Assembly and the Sub- structures	Measures should be put in place to ensure that the structures function effectively  Sensitisation on the sub- structures on the roles they have to perform	To prevent people in the communities from presenting all kinds problems to the District Assembly without channelling them through the formal structures  To improve upon revenue generation in the Districts.	DCE DCD NCCE MLGRD
Other Development Actors are not known in the District Assemblies	Desk Officers for NGOs should identify and ensure that NGOs working in the Districts register with the Assembly  Building the capacities of the Desk officers to facilitate their work	To ensure co-ordination in development  To strengthen and clearly define the working relations between the Assembly and the communities  To avoid duplication	Desk Officers  DCD  DCE  DPO
Lack of Collaboration among stakeholders	Institute meetings among stake-holders at regular intervals	To ensure co-ordination  To share experiences among stakeholders	All Stakeholders

**GROUP 3**

**TOPIC: LEGAL FRAME WORK**

ISSUES	RECOMMENDATION	JUSTIFICATION (WHY)	RESPONSIBILITY
Conflict between non-partisan DA & 30% govt appointees of the General Assembly	Review laws to remove conflict Assembly should consist of only elected members. Reduce the percentage of government appointees' vis-à-vis the elected.	To make all the Assembly person truly representatives of the people	MLG&RD Parliament in consultation with relevant bodies
Conflict between partisan DCE/ non-partisan DA.	DCEs should be elected on in a Universal Adult suffrage. Abrogate DCE Position. DA to be manned by Presiding Member and DCD).	To make DCE accountable to the people To get professionals to administer the district.	MLGRD Parliament in consultation with relevant bodies
Composition of DPCU	The Local Government law should specify composition of DPCUs	Conflict of interest between DPOs, DBOs and TCP officers	MLGRD NDPC & relevant bodies
Conflict between CAP 84 and Act 462	Unify all Acts to reflect current decentralisation process	Two Conflicting Acts being used Concurrently. To harmonise the contradictions between the two Acts	MLGRD NDPC & relevant bodies
Partial loyalty of Decentralised departments to DA	Enact local Govt service law	To accelerate the process of decentralisation.	MLGRD NDPC & relevant bodies

**GROUP 4**

**TOPIC LOCAL LEVEL STRUCTURES & POLITICS**

ISSUES	RECOMMENDATION	JUSTIFICATION (WHY)	RESPONSIBILITY
<p>Multiplicity of community-based planning units</p> <p>Lack of co-operation among units</p>	<p>Settlements should be used to demarcate planning units rather than population.</p> <p>Metropolis can use town councils.</p> <p>Municipalities should use town councils.</p>	<p>For cost effectiveness to be achieved Conflicts and disunity within communities will be minimised.</p>	<p>MLGRD and Attorney Gen. Dept.</p>
<p>Haphazard planning and location of projects</p> <p>Limited revenue base.</p> <p>Poor financial management &amp; accountability.</p> <p>Poor monitoring of revenue collection</p>	<p>The law of keeping 50% of locally generated funds must be strictly enforced.</p> <p>Proper financial records should be kept at the local level.</p> <p>Revenue collectors should be properly resourced &amp; motivated.</p>	<p>The community-based planning units require resources to function.</p> <p>Effective monitoring and motivation will raise revenue level</p>	<p>The DAs and communities</p>
<p>Limited involvement of traditional ruler in CBP processes.</p>	<p>Traditional authorities should be members /represented on the CBP units</p>	<p>To increase transparency and co-operation.</p> <p>To commit them to CBP planning</p> <p>To ensure shared ownership and commitment in CBP processes</p>	<p>MLGRD and communities</p>
<p>Partisan politicisation of district structures.</p>	<p>Decision-making should be democratised as much as possible.</p> <p>Existing democratic guidelines for decision-making should be adhered to.</p>	<p>To ensure transparency and accountability for effective decision-making.</p>	<p>All Stakeholders.</p>

**GROUP 5**

**TOPIC INFORMATION BASE FOR PLANNING**

ISSUES	RECOMMENDATION	JUSTIFICATION (WHY)	WHO
Data <ul style="list-style-type: none"> <li>• Collection</li> <li>• Analysis</li> <li>• Storage</li> <li>• Retrieval/utilization</li> <li>• Review.</li> </ul>	Install MIS in DAs  Simplify data presentation  NGOs to be roped/involved in data collection.  Harmonize collection and management of data along political boundaries.  Update data annually	To fore stall disparities and confusion in administration of data.	DA  NGOs  Decentralised departments  Donor Agencies  Civil society.  Private sector
Timing	DPCU to be the central management unit for data collection	Be abreast with International Standards in order to make data exchange meaningful	As stated above
Weak units for data collection	Train & equip staff to collect & manage data	To form basis for decision-making.	DA
Systematic Methodology	Situation Analysis to identify best cost effective solution  Organize forum for development practitioners	To bring on board all actors in community based planning.  To establish a common platform for all actors in CBP.  To get community to Identify own problems & alternative solutions.	DA

### **3 WORKSHOP EVALUATION**

#### **3.1 The Content**

The overall objective of the workshop according to participants was achieved. For most of them the present structures and the systems of CBP were clearly explained and well understood. Though participants indicated that they learnt a lot from current practices, some were of the view that the move towards "best practice" and proposed workable community-based planning process did not come out clearly. It was suggested that these are challenges and ought to be tried.

#### **3.2 Presentation**

Participants' scores were high. There were indications that they enjoyed the presentations and learnt some new insight. The participatory nature of the workshop also enhanced contribution of others' ideas and experience sharing. However, time given for presentations and discussions was considered not enough.

#### **3.3 General Comments**

Most participants were quite impressed about the workshop especially its participatory nature. Some requested for copies of all presentations made. There were some remarkable expressions from participants especially from the District Assemblies that the workshop was quite timely since the assemblies were in the process of developing their next five-year development plans. Some of the experiences acquired could be brought to bear on their planning processes. There were suggestions to expand the workshop to other districts.

Others expressed their intentions to incorporate some of the "best practice" learnt at their outlets. Some participants expressed the genuine fears of the usual syndrome where outcomes of such workshops are shelved to gather dust and not implemented. It was generally agreed that constant contact should be maintained between the stakeholders and the Assemblies to assess progress of implementation.

#### **3.4 General Organisation**

Apart from food not being served on time, participants were satisfied with the organisational aspect of the workshop.

## **ANNEX 1 - BRONG AHAFO DISTRICT SUPPORT PROJECT**

Case Study presented by: Francis Johnston (Regional Facilitator)

### **INTRODUCTION**

The Brong-Ahafo District Support Project (BADSP) is in collaboration with the Ministry of Food and Agriculture (MoFA) of the Government of Ghana and the Department for international Development (DFID) of the Government of the UK. It is funded as part of DFID's Rural Livelihoods Programme and aims at the development and improvement of rural services while using agriculture as an entry point. The project was formally launched on November 16<sup>th</sup> 2000 in Sunyani.

The project was initiated in response to DFID by MoFA and supported by the Brong Ahafo Regional Coordinating Council, as a follow up work of the Wenchi Farming Systems Development and Training Project (WFSPTP) (1993-1998).

WFSPTP gave birth to an interesting innovation, namely the District Agricultural Coordinating Committee, which was an attempt to coordinate and integrate the work of Agricultural service providers in the district, and had begun to institutionalise this in Wenchi District through linking up with the Agriculture Sub-Committee of the District Assembly.

DFID no longer operates through individual projects in Ghana, but directs its development assistance through a sector-wide approach. Consequently, DFID in Ghana recently established a thematic Rural Livelihood Programme, and it was decided to develop a component of this programme to build on the Wenchi experience with a particular focus on rural livelihoods. The "Rural Livelihood Framework" examines the various assets available to rural people, and the social context within which they develop livelihood strategies. Particular attention is given to the "policies, institutions and processes" that govern people's lives decisions and either facilitate or inhibit their choices.

BADSP is the resulting project, and it seeks to improve the efficiency, effectiveness and integration of rural service provision with the ultimate goal of seeing improved rural livelihoods and the elimination of poverty.

With lessons from the Wenchi project as a guide BADSP intends to focus its attention on the positive gains from coordination of activities of service providers beyond agriculture to other rural services that impact on people's livelihood. For this reason, it is not a technical agricultural project but an institutional strengthening and capacity development project.

The project is envisaged to last for up to five years, with an initial 3-year phase involving a Regional Facilitator and four District Facilitators located in the four pilot districts of Asunafo, Dormaa, Jaman and Wenchi. However, there is room to replicate the project in other parts of the Region in particular and the country as a whole provided lessons from the pilot phase are favourable.

## **PROJECT GOAL**

- Livelihood of rural people, especially poorer groups, improved.

## **PROJECT PURPOSE**

- Improved effectiveness, efficiency and integration of rural service provision.

## **MAJOR ASSUMPTIONS**

- Improved rural services will result in improved livelihoods.
- Currently, rural service provision is ineffective, inefficient and uncoordinated

## **DESIRED OUTPUTS**

- Integrated district planning and coordination of services
- Reliable database for planning on the district readily available to all stakeholders
- Increased involvement of a range of public/private stakeholders in planning, priority setting and service delivery at district level
- Systematic participation of local people in decision-making
- Improved financial management of the District Assembly
- Reform of services to focus on clients' needs
- Improved effectiveness of the Region in supporting Districts
- Problems with Decentralisation and related policies/programmes identified and addressed

## **ACTIVITIES**

Participating districts are to work out their own activities that will lead to the achievement of the desired results and ultimately the overall goal within the project period.

## **STRUCTURES**

### ***National level***

There is the National Steering Committee acting on behalf of the Government of Ghana. It is responsible for policy making and ensuring that project goals and objectives fit into the overall national development agenda.

### ***Regional level***

The Regional Director of Agriculture is the Project Coordinator and in that capacity serves as the link between the project and the Regional Coordinating Council, which has a supervisory role for the Government

### ***District level***

The project does not intend to create any new structure at the district level for the implementation of its activities but to make use of the existing Capacity Development Teams (CDT) in the four participating districts. These teams were established for the

effective implementation of the Civil Service Performance Improvement Programme (CSPIP), which is also funded by the DFID. There is enormous advantage in working through the CDT since the goals of the CSPIP are similar to that of the BADSP.

Additionally experience has shown that the creation of new structures for short gestation projects is not the best as in the long term the structures become defunct with the exit of the project. They become unsustainable especially when external project funding comes to an end. In this respect BADSP will strengthen the CDTs through training programmes to perform their functions effectively. The District Facilitator will facilitate the process.

## **PLANNING PROCESS**

BADSP recognizes effective planning as cardinal for sustainable development. For this reason the District Assemblies are being sensitised on the need to ensure that district plans are not only integrated but also properly coordinated to guarantee balanced development. Integrated district planning and coordination of services is therefore the first desired output or result in the Project Log frame. Series of activities are to be accomplished by the respective districts to achieve the output.

## **PROJECT FUNDING**

The funding is by the Government of Ghana (GoG) and the UK- DFID. There is provision for funding under the following broad categories;

- Consultancy
- Training
- Study Tour
- Experimentation

These funds are available to the Assemblies and can be assessed subject to modalities being finalized by the National Steering Committee

## **EXPERIENCE FROM THE FIELD**

The project, through the four District Facilitators, has completed an institutional audit in the pilot districts as a means of getting information on actual situation on the ground .The three months exercise covered all the public and private stakeholders in the districts including departments, organizations, agencies, civil society, Assembly members, NGOs, Community Based Organisations, etc. At the end of the exercise District Workshops were held in each of the districts where the results were subjected to critical but fruitful discussions and the outcomes confirmed the need for the project in the districts.

By and large the following observations were made in all the districts;

- Inadequate means of transport
- Inadequate logistic supply
- Inadequate quality staffing.
- Low level collaboration among the various institutions make it difficult to tap the potentials and expertise of other professionals.

- The vastness of the districts coupled with poor road network makes service delivery difficult
- High illiteracy rate among the population makes technology transfer difficult.
- Low revenue mobilization and weak financial management by the Assemblies.
- Low level of economic activity.
- Chieftaincy and land dispute.
- Inadequate institutional arrangement for staff retraining
- Inadequate and unreliability of data for planning purposes
- Late release of operational funds from Central Government which delay execution of planned programmes.
- Inadequate institutional support from the Region

At the end of the District Workshops it was agreed that solutions to the above problems could be sought within the wider context of implementing activities, which lead to the achievement of the project outputs. It is in recognition of the need to address these issues on a more sustainable basis that has led to the presence of the project in the four districts. BADSP, therefore, expects the CDTs acting on behalf of the respective districts to play a leading role in realizing the desired goal of the project.

### **CONCLUSION**

BADSP is about change, a kind of change that will lead to “improved livelihoods of the rural people” and that change will demand the services of all of us as important stakeholders and/or development partners.

## **ANNEX 2 - PARTICIPATORY ACTION FOR COMMUNITY DEVELOPMENT {PAFCD} PRONET'S EXPERIENCES**

Case Study presented by Ben Arthur Executive Secretary, Pronet

### **BACKGROUND/CONSTRAINTS TO FORMER APPROACH**

- Concentration of activities in the area of water, sanitation and hygiene promotion
- Short – term nature of project implementation {esp. hygiene promotion}
- Inadequate involvement of other stakeholders in project implementation process
- Inadequate skills development at the community level
- Inadequate information to support proposal development, project implementation and evaluation

### **PROJECT GOALS**

- Strengthen the skills and knowledge of partner staff in using PLA for programme design and implementation
- Strengthen data gathering, analysis and documentation for programme development
- Strengthen community's capacity to identify, analyse, plan and implement their own development activities.

### **THE COMMUNITY SELF-IMPROVEMENT**

Process Model involves the community to:

- Generate and analyse data
  - Identify their problems and felt needs
  - Work out the priorities for their improvement process
  - Examine the feasibility of the options for improvement
  - Development of action plan
  - Seek support to implement their options
  - Operate and maintain these improvement

### **INITIATING THE PLANNING PROCESS AT THE PARTNER LEVEL**

The planning process involve the activities listed below:

- Community identification
- Community entry and awareness creation
- Data gathering and analysis
- Problem identification and analysis
- Problem prioritisation and solution
- Development of community proposals/action/development plans
- Collating community proposals for partner support

## THE EXPERIENCES

- Supporting communities to undertake long-term planning and management of their development process.
- Bringing District Assemblies/other stakeholders closer to communities.
- Strengthening the bottom -up approach to development planning at the district levels.
- It requires commitment and resources from NGOs to enable the process work better.
- It is a long-term process and therefore more time should be allowed for its management. (No short cuts).
- Developing the skills of community members and front line staff to understand the planning process is important.
- The process does not fit into district assembly's approach in developing their long-term plans.
- Development Plans of the assemblies do not necessarily reflect communities 'problems.
- Inadequate capacity at the district level to undertake community-based participatory planning and management process.
- District Assemblies are more donor driven than community driven.
- The 5-year development plans of district assemblies are basically a baseline data of development issues of few communities in the district.

**ANNEX 3 - EVALUATION FORM**

**COMMUNITY BASED PLANNING WORKSHOP, TROPICAL HOTEL, SUNYANI – please answer fully**

Please tick if NGO/private  Government  University Other

Issues/Questions	Score (please circle or cross the appropriate number)					Comments		
	Very poor	0	1	2	3		4	5
What is your overall assessment of the workshop?	Very poor	0	1	2	3	4	5	excellent
Overall did we reach/ obtain our objectives for the workshop, and then specifically:	not at all	0	1	2	3	4	5	completely
An understanding of present structures and systems of CBP	not at all	0	1	2	3	4	5	completely
Learnt from current practice towards "best practice" CBP	not at all	0	1	2	3	4	5	completely
Proposed a workable CBP process/system	not at all	0	1	2	3	4	5	completely
Did you learn new insights?	Not at all	0	1	2	3	4	5	very many
Did you enjoy the presentations?	Not at all	0	1	2	3	4	5	very much
Did you enjoy the group sessions?	Not at all	0	1	2	3	4	5	very much
How would you rate your participation and contribution?	Very poor	0	1	2	3	4	5	extremely good
How would you rate the facilitators?	Very poor	0	1	2	3	4	5	excellent
What was the overall organization like?	Very poor	0	1	2	3	4	5	excellent
How was the food, venue and accommodation	Very poor	0	1	2	3	4	5	Excellent

**GENERAL COMMENTS**

**WHAT IS THE ONE THING YOU WILL DO DIFFERENTLY AS A RESULT OF THIS WORKSHOP?**

## ANNEX 4 - WORKSHOP SCHEDULE

**WORKSHOP - IN-COUNTRY REVIEW OF COMMUNITY BASED PLANNING**

9 - 10 June 2001, Tropical Hotel Sunyani

Theme: **Making the link between micro and meso - learning from experience on community-based planning and management**

Date and Time	Activity	Responsibility
<b>Day One - July 8 2001 Sunday 3:00</b>	Arrival and registration of participants	ISODEC
<b>Day Two - July 9 2001 Monday</b>		
8:30 - 9:00	Introduction of Chairperson Chairperson's response Introduction of participants Welcome Address Introduction to CBP Project	Diana Jehu-Appiah Dr. Rudith King Seth Sakyamah James Carnegie
9:00 - 9:30	Presentations <ul style="list-style-type: none"> <li>Country review -CBP</li> <li>Overview of the Decentralisation process in Ghana</li> <li>The Decentralisation development process - District Assembly's experience</li> <li>Comments and interventions</li> </ul>	Ernest Tay Awoosah Dr. K.N Kessey (Head of Planning Dept. KNUST) Owusu Ansah Asante Akim North Dist. Assembly
9:30 - 10:00		
10:00- 10:30		
10:30 - 10:45		
10:45 - 11: 15	<b>Snack Break</b>	
11: 15 - 11: 45	Presentations <ul style="list-style-type: none"> <li>The Local Government system in the next decade</li> <li>Comments and interventions</li> </ul>	K.A Tabi -MLGRD
11:45 - 12:15		
12:15 - 1:30	<b>Lunch Break</b>	
1: 30 -3:00	Sharing of CBP experiences by participating organisations <ul style="list-style-type: none"> <li>Content - What is the practice on the field?</li> <li>The problems and difficulties</li> <li>The way forward</li> </ul>	PARTICIPATING ORGANISATIONS
3:00 - 3:30	Formulation of themes and breaking into groups	James Carnegie
3:30 -3:45	<b>Break</b>	
3:45 - 5:30	Group work <ul style="list-style-type: none"> <li>Re-examine the difficulties and solutions</li> <li>What could be done immediately (Short</li> </ul>	

	term measures) <ul style="list-style-type: none"> <li>• What could be done in the future (Long Term measures</li> <li>• Who does what, how and when</li> </ul>	
<b>Day Three - July 10 2001</b>		
8:30 – 9:00	Recap	Diana Jehu Appiah
9:00- 10:00	Groups report back	
10:30- 11:00	Drawing of Conclusions	
	<ul style="list-style-type: none"> <li>• Pulling together outcomes of presentations</li> </ul>	
11:00 – 11:30	Way forward	Ernest Tay Awoosah
	<ul style="list-style-type: none"> <li>• In country report writing</li> <li>• Dissemination of report</li> <li>• Feedback from South Africa</li> <li>• Post workshop information dissemination arrangements</li> </ul>	
11:30 – 11: 45	Closing remarks	
11:45 –1:00	Lunch and departure	

**ANNEX 5 - PARTICIPANTS LIST**

<b>NO</b>	<b>NAME</b>	<b>DESTINATION</b>	<b>ADDRESS</b>
1.	Adu-Bonsu Gabria	Kenyasi (BA)	Box 31 Kenyasi
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6.	Busia Benjamin	Sunyani (BA)	Box 104 Tel: 061-26800
7.	Charles Adu Yeboah	Accra (GA)	Box 19452 ISODEC Accra
8.	David Langa	Kenyasi (BA)	Action Aid BARDP, Box Sunyani
9.	Diana Jehu-Appiah	Sunyani (BA)	Box 19452 Sunyani Tel: 021-310634
10.	Dr .K.D Kessey	Kumasi (ASH)	KNUST Kumasi
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12.	Emelia Sakyiamah	Sunyani (BA)	Sunyani Tel: 061-23349
13.	Emmanuel A. Kwabena	Sunyani (BA)	Box 500 ISODEC Sunyani
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17.	George Nti	Drobo (BA)	Box 1 Drobo
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20.	Joseph Nketia	Wenchi (BA)	Box 100
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24.	K. Owusu Acheaw	Sunyani (BA)	Box 1145 Tel: 23687
25.	K.A. Tabi	Accra (GA)	Box M50
26.	K. Frempa –Yeboah	Sunyani (BA)	Box 1431 e-mail:cwsaor@ghana.com
27.	M.B. Al-Hassan	Tepa (AR)	Box 70
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40.	Yaw Kankam Adjei	Sunyani (BA)	Box 25