



TRIPLE-S VALIDATION WORKSHOP

**DECENTRALISATION AND SECTOR CHANGE:
CHALLENGES TO SUSTAINABLE SERVICE DELIVERY UNDER
DECENTRALISATION IN GHANA**

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Decentralization Policy

- Following the adoption of constitutional rule in 1993, the approach to decentralization and local government was set out in Chapter 20 of the 1992 Constitution of Ghana. This was further elaborated with relevant legislation, including the Local Government Act, 1993, Act 462, the National Development Planning (System) Act, 1994, Act 480, the Civil Service Law, 1993, PNDCL 327, the District Assemblies' Common Fund Act, 1993, Act 455 and the Local Government Service Act, 2003, Act 656. Also, these are subsidiary legislations including individual Establishment Instruments of the respective District Assemblies, and the Local Government (Urban, Town, Zonal Councils and Unit Committees) (Establishment) Instrument, 1994 (L.I 1589).

Decentralization Policy Cont'd

- The decentralization programme has four main and inter-related pillars

- The highlights of the reforms include the

- Devolution of central administrative authority to sub-national “government”;
- Transfer of identified functional areas of government to the sub national governments;
- Fusion of government departments and agencies at the sub-national level and local government units into an integrated administrative unit

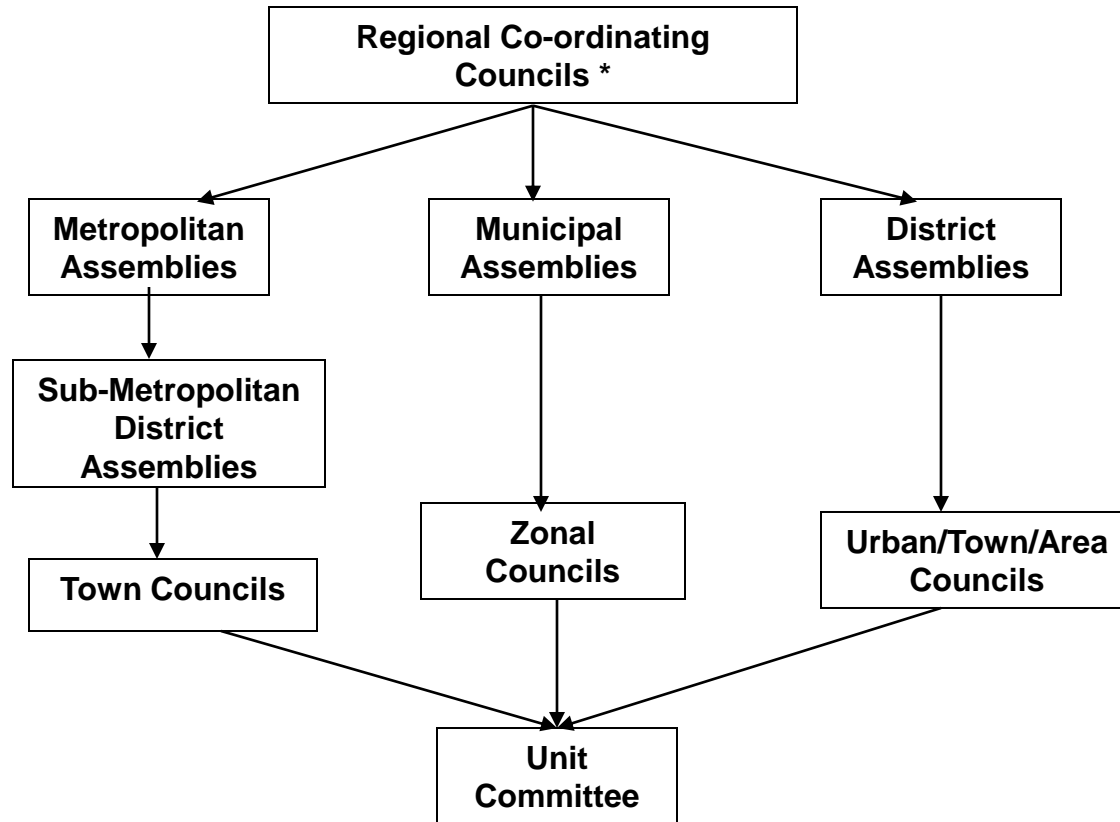
• Decentralization Policy Cont'd

- Recasting of responsibilities which is expected to result in implementation responsibilities being assigned to local government; central government agencies would undertake policy planning, monitoring and evaluation and regional coordinating councils would coordinate the activities of districts with a view to achieving consistency and coherence in development.
- Promotion of popular local participation in all aspects of local governance so that equitable development is achieved.

Decentralization Policy Cont'd

- It also identified some imperatives for achieving the envisaged decentralization, namely:
 - The transfer of functions, power, responsibilities and recourses from the centre to local government
 - Measures to build the capacity of local authorities to plan, initiate, coordinate, manage and execute policies
 - Establish a sound financial base, adequate and reliable sources of revenue
 - Vest the control of persons in the service of local governments in the local authorities, as far as possible; and
 - Create opportunities for people to participate effectively in governance to ensure the accountability of local authorities

STRUCTURE OF THE LOCAL GOVERNMENT SYSTEM



Regional Coordinating Councils (RCCs)

- Regional Co-ordinating Councils (RCCs) have been established for each of the ten (10) regions of Ghana
- Following extensive deliberations at a recent National Stakeholder Consultation Conference on two decades of decentralization in Ghana (January 19th – January 20th 2010), and the submission of the Final Report of a Joint Government of Ghana and Development Partner Decentralization Policy Review (6th February, 2007), the thinking has emerged of conceiving the RCCs as deconcentrated agencies of the Central Government. In other words, the RCCs are now being viewed as not being part of the devolved local government systems.
- Even in their present state of existence, the RCCs have functioned as administrative and coordinating rather than as political and policy making bodies.

- The legal provisions charge the RCCs with the following functions:
 - To monitor, co-ordinate and evaluate the performance of all the District Assemblies in each region;
 - To monitor the use of all monies allocated to the District Assemblies by any agency of the central government;
 - To review and co-ordinate public services generally in the region and;
 - To perform such other functions as may be assigned to it by, or under any enactment.

District Assemblies

- District Assemblies consist of District Chief Executives, two thirds of members directly elected by universal adult suffrage, the MPs representing constituencies within the districts, and one-third of members appointed by the President in consultation with chiefs and interest groups in each district.
- The Sub-Metropolitan Councils consist of not less than twenty-five, and not more than thirty members
- Urban Councils consist of not less than twenty-five, and not more than eight persons elected from among the members of the relevant District Assembly, not more than twelve representatives

- Zonal Councils consist of not less than fifteen and not more than twenty members
- Town and Area Councils consist of not less than fifteen, and not more than twenty members
- Unit Committees are at the base of the District Assemblies, they consist of not more than fifteen persons
- Elections to all local government bodies are on a non-partisan basis.
- The elections are state-sponsored and conducted by the National Electoral Commission.
- The District Assemblies operate through the committee and board systems.

Rule and Functions OfThe District Assemblies in General Service Delivery

- Constituted as the Planning Authority for the district.
- These deliberative legislative and executive powers of the Assemblies, translate to the following specific functions (section 10 (3) of Act 462 1993);
- The Assemblies should be responsible for the overall development of the district
- Created as the pivot of administrative and developmental decision-making in the district and the basic unit of government administration
- They should initiate, sponsor or carry out as may be necessary for the discharge of any of the functions conferred by the Act or any other enactment...

- District Assemblies and Community Water Service Delivery
- Actors
- Service Delivery Types
 - By the laws on decentralized local governance in Ghana, District Assemblies are responsible for the overall implementation of services, projects and the comprehensive development of the areas under their control.
 - These services and projects include that of water.
 - Because rural and community water supply is a major development issue in Ghana, currently, almost all the District Assemblies have District Water and Sanitation Teams (DWST) in charge of water supply and sanitation provision to the communities

The Communities

The communities that agree to participate in such projects, as well as the small towns form gender-balanced voluntary groups known as Water and Sanitation (WATSAN) Committees and Water and Sanitation Development Boards (WSDB)

Key functions include

- Promoting and disseminating information on projects within the community.
- Undertaking hygiene education and sanitation provision.
- Adopting constitutions that guide the operations of the WATSAN Committees/WSDBs and seeking approval from the DAs.
- Preparing facility management plans
- Ensuring proper financial management.
- Ensuring sustainable operation and management of water and sanitation facilities.

Regional Coordinating Council (RCC)

- In the specific case of water delivery, the Regional Planning and Coordinating Units (RPCUs), which are the secretariats of the RCCs, are responsible for the coordination, monitoring, evaluation, and reporting on district water development plans
- To facilitate their work, the RCCs constitute Regional Approval Committee (RACs) for the coordination of community water and sanitation projects in their respective regions
- In addition, the RACs appraise the performance of the DAs based on joint monitoring and evaluation reports submitted by the RPCUs and the Regional Water and Sanitation Teams (RWSTs)
- The RACs also endorse the annual water and sanitation investment plans after which the RWSTs consolidate them into annual regional water and sanitation investment plans

Community Water and Sanitation Agency (CWSA)

- The CWSA was established by an Act of Parliament, Act 564, of 1998.
- It is to provide support to the District Assemblies to –
 - Provide District Assemblies with technical assistance in the planning and execution of water development and sanitation projects in the districts.
 - Assist and coordinate with Non Governmental Organisations (NGOs) engaged in the development of rural, community and small town water supply, and the provision of sanitation facilities and hygiene education in the country
 - Collaborate with such international agencies as the Agency considers necessary for the purposes of this Act.....
 - Prescribe standards and guidelines for safe water supply and the provision of related sanitation services in rural communities and small towns, and support the District Assemblies to ensure compliance by the suppliers of the services.

In the field, the CWSA has been performing the following functions within its mandate among others:

- Technical Services
- Training Services
- Maintenance and
- Financial Services

Regional Directorates of CWSA


- The regional offices of the CWSA act as the link between the Agency and the DAs
- These offices are composed of multidisciplinary personnel in the various administrative and technical specializations needed in their support to the DAs
- The regional directorates appraise funding requests and authorize disbursement of funds for approved sub-projects
- RWST appraise funding requests and authorize disbursement of funds for approved sub-projects. Specific functions in projects include
 - Monitoring, verifying and endorsing work executed by DAs, TAs and contractors
 - Support DAs to supervise works and service delivery
 - Recommending the transfer of funds to DAs
 - Strengthening the capacity of suppliers of goods and services

Development Partners

- Some of these are
 - The Danish International Development Agency (DANIDA),
 - The Canadian International Development Agency (CIDA),
 - The Japan International Cooperation Agency (JICA),
 - The United Nations Children Emergency Fund (UNICEF),
 - The European Union,
 - The Department for International Development (DFID) of the UK, and
 - The Kreditanstalt Für Wiederaufbau (KfW) of Germany.
 - Others includes philanthropies, NGOs, Self-help Groups – Home and Abroad

Service Delivery Types

- Borehole System
- Surface Water System
- Small Town Water Project
- Hand Dug Wells
- Dams

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- **Challenges to Sustainable Community Water Service Delivery Under Ghana's Decentralization Policy**
 - Lack of role clarification and role conflict
 - Non-establishment and non-integration of departments
 - Clarification of expenditure assignments and financial sustainability
 - Sub-District structures and their capacities

Concluding Remarks

- The introduction and implementation of the Ghana's decentralization policy since 1988 has led to a dramatic increase in service delivery including that of water
- The establishment of the CWSA has particularly accelerated the nature and pace of rural and community water service delivery both in terms of quantity and quality
- Some of the decentralization objectives, for example, in water service delivery have not been achieved.
- The DAs are not fully decentralized in terms of resource and capacity building, which involves technical expertise, and the equipment to ensure adequate and reliable water service delivery.
- These and the other factors already mentioned must be tackled to realize the objective behind decentralization and change in Ghana's development process.