

Final Thematic Paper
on
Good Governance, Human Rights and Democracy
(Thematic Paper no. 6)

Joint Evaluation of the Ghana – Denmark
Development Co-operation
from 1990 to 2006

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Table of contents

Table of contents	i
List of tables.....	iv
List of figures	v
List of acronyms.....	v
SUMMARY	VII
Danida's support to Good Governance and Human Rights	vii
Multi-donor budget support.....	xv
1 INTRODUCTION	1
2 FRAMEWORK OF SUPPORT TO GOOD GOVERNANCE	2
2.1 Government's sectoral policies	2
2.1.1 Overall frameworks for governance	2
2.1.2 Decentralisation Programme.....	4
2.1.3 NDAP.....	6
2.2 Danida's sectoral policies.....	7
3 DANIDA'S SUPPORT TO HUMAN RIGHTS, DEMOCRATISATION BETWEEN 1990 AND 1998: DESCRIPTION, ASSESSMENT AND LESSONS LEARNT	9
3.1 Description of major programmes and projects.....	9
3.1.1 Justice, constitution and legislation.....	9
3.1.2 Free and fair elections	10
3.1.3 Media (free press).....	10
3.1.4 Popular participation and empowerment.....	11
3.2 Assessment of relevance, efficiency, effectiveness, impact and sustainability – mainly based on existing documentation	12
3.3 Lessons learnt.....	12
4 DANIDA'S SUPPORT TO HUMAN RIGHTS, DEMOCRATISATION AND GOOD GOVERNANCE BETWEEN 1998 AND 2006: DESCRIPTION.....	13
4.1 Description of the programme 1998-2003.....	13
4.2 Description of the programme 2004-2008.....	15
4.2.1 Multi-donor Budget Support.....	20
4.2.2 Support to decentralisation	22
4.2.3 Support to independent governance institutions	23
4.2.4 Support to civil society	23
5 DANIDA'S SUPPORT TO THE MDBS (2003-2006).....	25
5.1 Assessment.....	26
5.1.1 Immediate effects.....	26

5.1.2	Outputs and outcomes	27
5.1.3	Management of public finances	27
5.1.4	Provision of social services and improving poverty reduction	28
5.1.5	Governance and accountability – overall progress	29
5.1.6	Efficiency and effectiveness.....	30
5.1.7	Impact of the MDDBS on poverty reduction	31
5.1.8	Some conclusions and recommendations of the MBS evaluation.....	31
5.2	Facets of the role of the policy dialogue within the MDDBS and the role of Danida.....	32
5.3	Summary assessment and conclusions, related to the DAC criteria	33
6	DANIDA'S SUPPORT TO HUMAN RIGHTS, DEMOCRATISATION AND GOOD GOVERNANCE BETWEEN 1998 AND 2006: ASSESSMENT, CONCLUSIONS AND RECOMMENDATIONS	35
6.1	Relevance of Danida support, alignment, harmonisation and predictability	35
6.1.1	Question 1: To what extent is Danida support to GGHR linked to, aligned with and accountable in relation to Ghana's policies and plans (or sector strategies), harmonised with other DPs, and predictable?	35
6.1.2	Question 2: How appropriate was the choice of regions of Danish assistance to the sector?	38
6.2	Question 3: To what extent did Danida support help in promoting human rights, transparency and accountability through key governance institutions, such as CHRAJ, parliament, NGP, the judiciary, electoral commission, NCCE, NMC?	39
6.2.1	Increased capacities of the IGIs.....	40
6.2.2	Increased parliamentary outreach and civic intervention	40
6.2.3	Improved co-operation between the public and demand for accountability and transparency from government as a consequence of Danida support to CSOs.....	40
6.2.4	Improved access to justice at the regional and district levels.....	41
6.2.5	Increased ability of the parliament for policy dialogue.....	41
6.2.6	Conclusions	42
6.3	Question 4: To what extent has Danida support enhanced progress towards the implementation of a comprehensive action plan for decentralization including fiscal reform?	43
6.3.1	Improved capacity of the MoLGRDE with regard to 1. policy analysis; 2.human resource development; 3. planning and monitoring	45
6.3.2	Improved NALAG capacity to carry out research and advocacy regarding the decentralisation process	46
6.3.3	Improved performance of the regional administrations	46

6.3.4	Enhanced capacity of DAs to fulfill their functions as local governments	47
6.3.5	Quality of stimulation of the local economy through district promotion and poverty reduction funds particularly for women	47
6.3.6	Increased accountability and transparency of the DAs	48
6.3.7	Conclusions	48
6.4	Question 5: To what extent has Danish assistance contributed to the development of organisational and institutional capacity in the good governance and human rights sector and sustained improved performance of these in Ghana?	51
6.4.1	Consideration, by Danida, of capacity building issues in sectoral policy dialogue	51
6.4.2	Relative (strategic) importance given to capacity building measures in individual programmes and sectors	51
6.4.3	Satisfaction of trainees of all kinds with the capacity building measures	52
6.4.4	Relevance of capacity building measures to in-country needs	53
6.4.5	Level of retention of staff trained	54
6.4.6	Progress in administrative and institutional reforms that aim at improved service delivery for the clients	54
6.4.7	Improved quality of service delivery	54
6.4.8	Conclusions	55
6.5	Question 6: How appropriate were the aid modalities / support and funding methods used by Danish assistance in the good governance and human rights sector?	56
6.5.1	Level of achievement of objectives and induced sustainable impacts by aid modality	56
6.5.2	Assessment, by Ghanaian government, civil society and other partners, of modalities applied by Danish assistance to the GGHR sector	57
6.5.3	Appropriateness of combination of modalities to national policy and institutional context	57
6.5.4	Quality of changes in organisational capacity	59
6.5.5	Conclusions	59
6.6	Question 7: To what extent were cross-cutting issues and priority themes duly considered in Danish assistance to the good governance and human rights sector?	60
6.6.1	General level	60
6.6.2	Gender as a cross-cutting issue	61
6.6.3	Environment as a cross-cutting issue	64
6.6.4	Good governance as a cross-cutting issue	65
6.6.5	Human rights and democracy as cross-cutting issues	66

6.6.6 HIV/AIDs as a priority theme.....	67
6.7 Summary assessment, related to the DAC criteria.....	67
6.8 Conclusions and recommendations	72
7 ANNEXES	77
7.1 Interview guidelines.....	77
7.2 Persons met/interviewed.....	82
7.3 Bibliography (major documents).....	84

List of tables

Table 1: Allocations to components under HR&D between 1990 – 1998	12
Table 2: Objectives and indicators of the GGHR programme	18
Table 3: Budget allocations to the GGHR programme according to programme documents (DKKm)	19
Table 4: Budget overview GGHR Programme 2004 – September 2007 (disbursements)	20
Table 5: The scale of MDBS disbursements between 2003 and 2006	25
Table 6: Summary assessment of Danida support to the MDBS	33
Table 7: Summary of DAC-criteria assessment regarding Danida support to promoting Human Rights, transparency and accountability through key governance institutions.....	42
Table 8: Summary of DAC-criteria assessment regarding Danida support for enhancing progress towards the implementation of a comprehensive action plan for decentralization including fiscal reform	49
Table 9: Summary of DAC-criteria assessment regarding Danida’s contribution to the development of organisational and institutional capacity in the good governance and human rights sector and sustained improved performance of these in Ghana.....	55
Table 10: Summary of DAC-criteria assessment regarding the appropriateness of aid modalities / support and funding methods used by Danish assistance in the good governance and human rights sector	59
Table 11: Summary of DAC-criteria assessment regarding the consideration of gender as a cross-cutting issue in Danida support to good governance	64
Table 12: Summary of relevance and effectiveness of consideration of governance issues in GGHR programmes and projects	66
Table 13: Summary assessment of Danida support to good governance, human rights and democracy related to DAC criteria (components 2 - 4)	68
Table 14: Summary of conclusions and recommendations.....	73

List of figures

Figure 1: Structure of the Local Government System in Ghana.....	5
Figure 2: Ghana-Denmark partnership: Sector democratisation, human rights and good governance 1998-2003 – Impact diagram.....	14
Figure 3: Ghana-Denmark Partnership: Sector Democratisation, human rights and good governance 2004-2008 – Impact diagram.....	17
Figure 4: Performance of public finance management systems in Ghana (2001, 2004, 2006).....	28

List of acronyms

AWLA	Association of Women Lawyers
CBO	Community Based Organisation
CBRDB	Community-Based Rural Development Programme
CDD	Center for Democratic Development
CHRAJ	Commission on Human Rights and Administrative Justice
CIDA	Canadian International Development Agency
CPAR	Country Procurement Assessment Report
CSGF	Civil Society and Governance Fund
CSO	Civil Society Organisations
DA	District Assembly
Danida	Danish International Development Assistance
DFID	Department for International Development Co-operation
DFR	Department of Feeder Roads
DKK	Danish Kroner
DO	Desk Officer
DPCU	District Planning Co-ordination Unit
DWAP	District Wide Assistance Programme
DSDA	Danida Support to District Assemblies
EC	European Commission
EQ	Evaluation Question
EVAL	Danida's Evaluation Department
FOAT	Functional and Organisational Assessment Tool
GDP	Gross Domestic Product
GG	Good Governance
GGHRP	Good Governance and Human Rights Programme
GNI	Gross National Income
GOG	Government of Ghana
GPRS	Ghana Poverty Reduction Strategy
G-RAP	Ghana's Research and Advocacy Programme
GTZ	German Technical Co-operation
HIV/AIDs	Human immunodeficiency virus/Acquired immune deficiency syndrome
HR	Human Rights
IDEG	Institute of Democratic Governance
IEA	Institute of Economic Affairs
IGI	Independent Governance Institution
IPA	Institute of Policy Alternatives

LRC	Legal Resource Center
MMDAs	Metropolitan, Municipal and District Assemblies
MDA	Ministries Departments and Agencies
MDBS	Multi Donor Budget Support
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs
MoFEP	Ministry of Finance and Economic Planning
MoLGRDE	Ministry of Local Government Rural Development and Environment
MOWAC	Ministry of Women and Children's Affairs
MP	Members of Parliament
NCCE	National Commission on Civic Education
NDAP	National Decentralisation Action Plan
NDPC	National Development Planning Commission
NGO	Non Governmental Organisation
OECD/DAC	Organisation for Economic Co-operation and Development
PRSP	Poverty Reduction Strategy Paper
PS	Private Sector
PSIA	Poverty and Social Impact Assessment
RAO	Research and Advocacy Organisation
RCC	Regional Co-ordinating Council
RPCU	Regional Planning Co-ordinating Unit
SEA	Strategic Environmental Assessment
SI	Spot improvement
SWAp	Sector Wide Approach
TA	Technical Assistance
TOR	Terms of Reference
TP	Thematic Paper
Watsan	Water & sanitation

Summary

The first part of the following assessment in this summary refers to all support measures, except the MDDBS, which is dealt with separately in the second part here.

Danida's support to Good Governance and Human Rights

Danida support to Good Governance first began as a scattered and incoherent Human Rights and Democratisation (HR&D) intervention which eventually, in 2004, became the Good Governance and Human Rights Programme. Overall, DKK 281m have been allocated to support of Good Governance (corresponding to 7% of the total allocations), out of which DKK 59.5m was disbursed between 1990 and 1998, i.e. during the early period of Danish support.

Known then as Human Rights and Democratisation (HR&D), Danida's assistance to the democratisation process and human rights between 1990 and 1998 was characterised by a broad range of rather small-scale projects combined with some strategic input to crucial areas comprising the electoral process and decentralisation. Danish support to good governance and the promotion and protection of human rights during this phase was channelled through the Embassy's local grant authority and thus on a rather small scale, though nevertheless encompassing numerous projects. The overall portfolio of projects dealing specifically with HR&D in Ghana at the time comprised a total of 60 initiatives which were approved in the period 1990-1998. The total grant amounted to about DKK 59.54m. Projects funded varied from very small-scale support to various NGOs to medium and large-scale projects supporting issues such as electoral procedures and decentralisation. Four major areas of intervention were identified: Justice, Constitution and Legislation; Free and Fair Elections; Media (free press); and Popular Participation and Empowerment.

The period 1998-2008 was characterised by two Country Programmes in which Good Governance and Human Rights were the main areas of concentration. The focus of the first phase (1998-2003: "Democratisation, human rights, and good governance") was two-fold:

- To support public institutions and reforms (electoral process, decentralisation, reinforcement of the Commission on Human Rights and Administrative Justice).
- To support civil society organisations, especially targeting:
 - o community development and participation;
 - o women's rights and empowerment;
 - o institutions for political analysis and advocacy.

The Danish Support Programme to District Assemblies (DSDA II), a continuation of the 18 months pilot project (DSDA I) in four districts of Volta and Upper West Region, was again part of this phase. The Programme was incepted in April 1999, and aimed at strengthening the human resource and institutional and economic development capacity of all 17 District Assemblies in the Volta Region (12 DAs) and the Upper West Region (5 DAs). Total Danida funding of the programme amounted to DKK 50.2m over five years (mid 1999-mid 2004).

The programme for 2004-2008, the Good Governance and Human Rights Programme (GGHRP), covers a five-year period with an overall budget allocation of DKK 230m. This phase is also aligned to the governance objectives of GPRS I, aimed at promoting particular areas of the GPRS. The broad development objectives of this support relate to enhanced participation, human rights, equity, transparency and accountability to support the

improved delivery of services for sustainable poverty reduction within a decentralised, democratic environment. The programme comprises four components:

1. Component 1 supports the implementation of the GPRS in the form of a contribution to the Multi-Donor Budget Support Facility (MDBS). Denmark's support amounted to DKK 70m.
2. Component 2 is a continuation and expansion of the ongoing support to decentralisation, through joint-donor mechanisms. This component targets key activities to promote progress under the GoG's National Decentralisation Action Plan (NDAP). A major element is the support to institutional and policy arrangement for reform. This comprises support to the NDAP itself as well as the Decentralisation Secretariat. The total budget for this component was DKK 58.1m.
3. Component 3 supports selected independent governance institutions such as Parliament, Judiciary, Commissioner of Human Rights and Administrative Justice (CHRAJ), the Electoral Commission (EC), Parliament, and the Judiciary. This component seeks to provide direct funding to a number of key governance and human rights institutions. This support is based upon previous or ongoing co-operation and target institutions selected through a consultative process. The total budget for this component was DKK 59m.
4. Component 4 assists Civil Society through (a) support to local community-based organisations working in empowerment, awareness and advocacy for the poor, and (b) support to the joint donor-funded Ghana Research and Advocacy Programme (G-RAP), which provides core funding and support for strategic planning of governance and human rights activities to CSOs operating mainly at the national level. The objective is to promote the level of effort and capacity of civil society at local and national levels to participate, monitor and advocate in relation to good governance and human rights. The first sub-component supports the establishment of a fund, which, based on applications, tries to enable such organisations to increase their activities in relation to good governance and human rights. Additionally some level of capacity development of the organisations is being funded. Total budgetary contribution to this component is DKK 19m.

Relevance

Danida support to good governance, human rights and democracy has been very relevant to Ghana's needs. There is no doubt whatsoever that support to the sector came at a time when it was needed, particularly filling a funding gap which the GoG could not provide. For DSDA, it has helped translate a concept into a tangible activity. At the regional level the project was crafted such that all support came through the DAs and Sub-Area Councils but utilised the RPCUs human resources to implement the project.

Danida's support to decentralisation under the GGHRP focused on building capacity at the national level - the MoLGRDE through support to the NDAP and the Decentralisation Secretariat, thus giving decentralisation a new focus and making it very relevant to the needs of the government. Danida support to capacity building in the GGHR programme was very relevant. It formed the basis for the implementation of some key activities such as the management of some of the PIUs, the disbursement of the Economic Development Fund, etc.

Effectiveness

Not all the desired results are currently evident. Progress is noted in some sub-sectors but there is room for improvement. Support to the decentralisation reform resulted in effective

donor co-ordination and backing. Policy dialogue on decentralisation was vibrant and DPs in the sector sought to align their programmes to the National Decentralisation Action Plan. However, the political will to go beyond the establishment and inauguration of relevant bodies such as the Presidential Advisory Committee, the Local Government Council, and the Inter-sectoral Working group has not been very strong. These key bodies have few operational resources thus constraining their ability to live up to their mandates.

The reluctance or slowness in launching some key reforms such as fiscal decentralisation remains a key challenge in Ghana. The problem of lacking capacity at all levels is still pervasive. Key actors such as the Decentralisation Secretariat, Regional Planning and Co-ordination Units, and District and Sub-District Assemblies still lack key personnel. At District level, recent staff movements within the Ghanaian civil service have exacerbated the situation. The GGHRP annual review of 2005 already noted there was a risk that the support that the pilot project has provided to the six magistrate courts will not have the intended impact unless further support is provided to promote the utilisation of the courts. This is still valid. In general, magistrate courts tend to be more effective in southern than in northern Ghana, where other traditional mediation efforts are engaged to settle disputes.

Though gender as a cross-cutting issue is very relevant to the governance sector, and included to in programme design, issues of gender were not very well integrated into the execution of Danida support over the 16 years it has supported programming in Ghana.

Also, the GGHRP has not been effective in integrating gender into the programming framework, due mainly to the institutional structures in the sectors Danida has worked. Most of the institutions do not have gender strategies or gender desk officers in place to ensure planned gender components of projects are implemented. This is where Danida should have insisted on a programmed gender strategy with an established process for reporting on gender activities and achievements. Gender has mainly been integrated at the district and community levels, giving the impression that those are the only levels at which it matters. The national level institutions such as the IGIs and the MoLGRDE did not sufficiently integrate gender into their programme of work which is basically a result of the design of the programme.

Efficiency

There is a clear problem of efficiency in the implementation of some activities in the GGHR sector, not on the part of Danida but on the part of GoG, particularly concerning the Judiciary, Parliament and with regard to the decentralisation process.

Under DSDA, the RPCUs agree that Danida's process of implementation was good, and that, had it extended support to the Area Councils for an additional year or two, it would have concretised and sustained the intervention. With regard to the GGHRP, however, efficiency was more a function of the Ministry's ability to undertake the needed policy actions. Progress is not made in areas where the Ministry has to take action. So, for example, where the Ministry is to put in place the policy and institutional structures, progress is delayed because this cannot be done without approval from Cabinet or the Ministry of Finance. However, operative aspects of the programme such as the establishment of the DDF, capacity building and human resources, and local governance partnership are easily to implement because these are decisions the Ministry can easily implement without approval from Central Government. As the donor review of decentralisation noted, issues of a policy nature have not been facilitated much by the arrangements put in place.

The GGHRP has also grappled with a fair share of delays in implementation. For example, support to Parliament took a long time to take off after the 2004 elections. Additionally, the semi-automation of the six Magistrate Courts in the selected locations did not prove to be a prudent decision, mainly because the case loads in those courts were not high and even

with the expansion the case loads have not increased. Apart from CHRAJ and EC, implementation of activities by the remaining IGIs, namely Parliament and the Judiciary, has been slow. Parliament in particular, took considerable time to develop its strategic plan and now that it is in place, it is not clear if the plan has been translated into any meaningful workplan.

Impact

It must be noted that CSOs in the country have become more vibrant in the past five years and have taken government on with regard to some critical governance issues. Support for CSO activities has come from a number of development partners including Danida. Overall, government accountability to the Governance Institutions may have improved to some extent, probably because the general public now demands it. What one cannot tell is whether this is as a result of Danida support. CHRAJ, however, notes that more people are now familiar with the Commission's activities and that it has gained more visibility with an increase in case loads. No scientific survey has been carried out to ascertain whether this is as a result of more visibility or of an increase in the reporting of human rights violations.

Capacity is required in project and financial management as well as in programming content for some of the institutions. G-RAP therefore provided funding to RAOs to build their organisational capacity as well as to develop of HR systems. The impact of capacity building and institutional development of CSOs and CBOs has been tremendous, particularly as regards CBOs benefiting from Ibis support within the GGHR programme.

Funding provided to IDEG initially through the RDE and later through G-RAP helped build the capacity of the Governance Issues Forum (GIF) to advocate on key policy issues such as the Youth Employment Programme.

There is also scattered impact with regard to gender in specific projects related mainly to civil society activities. The decentralisation support also saw some integration of gender into activities at the area council level through the Economic Development Fund. The CBOs supported by Ibis undertook advocacy activities in gender and human rights.

Concerning decentralisation, the level of decentralisation from the RPCUs to the DAs in the two regions supported under DSDA I & II in UWR and Volta as compared to others is more advanced. As for institutional capacity at the national level, the ability of the Ministry to design and put together a document such as the NDAP and the passage of the Local Government Service Act, suggests that the capacity of the Ministry to develop and conceptualise solutions to the decentralisation process is improving.

Sustainability

Sustainability in the governance sector is problematic. In institutions where support is implemented through the organisations' own structures, there is a likelihood of sustainability. But where a separate PIU is set up and activities are not mainstreamed into the institutions' main activities, sustainability is questionable, particularly in cases where projects revolve around individuals. Government directives to DAs to maintain and support staff at the sub-district level without the provision of the necessary resources succeeded in undoing the positive achievements of the DSDA. Once staff were not assured of a secure tenure of office, they left. It therefore becomes clear that the structures put in place with Danida support were not yet prepared to stand on their own feet, which is certainly also due to the rather short period of support, and the non-existence of an exit strategy.

A key challenge, however, has been the inability to transform or incorporate DSDA experience into the main decentralised system. Nevertheless, the NDAP and the DDF can be

described as ways of integrating DSDA into the mainstream decentralisation process. Since Danida is planning a second phase of the GGHRP support, there is hope that by the end of this phase, the Ministry will be in a position to sustain the process. It must be noted however, that the DS is lagging behind on the implementation of its mandate and staffing issues.

Sustaining capacity development activities in the sector has been rather problematic. Measures are usually only implemented where external funding is available. With the current support to the Decentralisation Secretariat in place, attempts are being made to develop capacity building initiatives as part of the organisational set up in a more systematic way.

Although there were instances of scattered support to women in the framework of the GGHR programme, in most cases their duration seems to have been too short to sustain gains made. For example, the 16 months of support to ABANTU to carry out advocacy programmes for the 2006 District Assembly elections did not go beyond the elections to further strengthen the capacity of women in the Assemblies.

Cross-cutting issues

The only sub-components of the Danida support to GGHRP which seems to have integrated cross-cutting issues are the support to Civil Society through the CSGF and support to G-RAP. Under these components, various CSOs and CBOs covered issues of gender, HIV/AIDs and the environment. However, it can generally be surmised that cross-cutting issues have not featured strongly in the GGHR programme.

The Danish strategy for gender equality stresses the importance of equal rights and access for women to economic resources and political decision making. The GGHRP states that it would address gender issues from a rights and access based perspective, mainly through an M&E framework within the MDBS framework, through institutional support provided to women MPs. No specific implementation strategy was integrated into the components to achieve these. Additionally, HIV/AIDs was not integrated in the training provided to teachers under the CHRAJ component, although initially planned.

On the other hand, however, some of the micro-finance projects under DSDA II specifically supported women and men's activities, especially in areas where support went to the building of market sheds, provision of corn mills, etc. But this was more by default than as a planned strategy in itself. At the national level, no specific gender strategy is in place at the Decentralisation Secretariat, nor are there interventions in the area of environment and HIV/AIDs.

Pockets of interventions in the area of gender do, however, exist in the GGHR. For example, evidence exists that through G-RAP, think tanks such as CEPA and ASDR unexpectedly began taking up issues of gender. However, this only happened after CIDA had raised the alarm that the G-RAP procedure for funding RAOs was gender blind.

Overall, cross cutting issues have not been appropriately integrated into the GGHRP, and especially not into the support to the IGIs. Depending on the focus of the NGO, Component 4 of the GGHR programme, which looks at support to CSOs and CBOs, has, to some extent, integrated cross-cutting issues such as gender, HIV/AIDs and the environment.

Coherence and co-ordination

Over the last two years, donor co-ordination has improved. Furthermore, issues such as harmonised procedures and other measures to reduce transaction costs are being discussed between development partners, which should result in some framework to guide DPs in their engagement with the GoG and other institutions. Owing to the nature of the

sector, the level of coherence, co-ordination and complementarity would not fully meet the criteria to classify the GGHR programme as a kind of “Sector Programme”.

Donor co-ordination and backing for the Decentralisation Secretariat has been encouraging. The policy dialogue has been vibrant and key partners have sought to align ongoing and upcoming programmes to the National Decentralisation Action Plan. Resource commitments, however, remain a great challenge. The tendency to focus on individual development partners’ project-specific objectives and approaches is a critical constraining factor in some cases, such as CIDA’s District Wide Assistance Programme (DWAP).

Though there is currently no donor co-ordination or harmonisation in the area of capacity building, following the IGI review of July 2007, plans are underway by DPs to do so. DPs will provide a mix of support including TA, study tours, equipment and short and long-term training. The DDF however has a component for joint donor capacity building efforts. This is yet to be implemented.

Overall, coherence and co-ordination in the sector is still a long way from being achieved. Apart from the decentralised sector, the differing roles and responsibilities of the IGIs make it difficult for DPs to harmonise procedures. It must be noted that in 1997, the Government of Ghana established the National Governance Programme (NGP) to support, strengthen and empower governance institutions by building their capacity. It was expected that the NGP co-ordinate donor support to governance institutions. As a result, seven governance institutions were targeted, with strategic plans developed for all seven institutions with a budget of about USD 4.5m. Unfortunately, the process was not sustained due to poor ownership of strategic plans and the fact that some of the governance institutions were not too keen on the NGP controlling resources and having oversight over their work. Additionally, being under the Office of the President created some disquiet among institutions, while others felt the NGP did not have the capacity to co-ordinate their operations. Furthermore, under the Constitution, IGIs are independent and diverse in their roles and so do not feel obliged to co-ordinate their activities and programmes. This is where Danida rightly took the decision to work independently with IGIs.

Issues of procedures, administration and management

The initial administration of the HR&D programme was cumbersome due to the fragmented nature of the activities. Though attempts were made to resolve this through the GGHRP, there were still challenges of administration. The May 2007 review of IGIs observed that the GGHRP had to deal with a rather heterogeneous set of modalities of planning, budgeting, reporting and accounting.

Funding support to CSOs and CBOs managed through G-RAP and Ibis was a good move. Danida may, however, have to take a closer look at the management and administration of support to the IGIs.

DSDA was cumbersome because it dealt directly with the RPCUs and DAs. However, the genesis of the Decentralisation Secretariat was born out of Danida’s plan to support a new phase at the national level. A TA was also located in the secretariat providing project management functions. In a way, this removes the management of the programme from the RDE. The secretariat is however under the leadership of the Chief Director and therefore linked to the administration of the MoLGRDE.

Global assessment

Support to the GGHRP has been relevant and in some instances effective where policy lessons have been translated into programming. It has been alluded to that Danida programming is the cutting edge of development support. In that, Danida takes on issues be-

fore they are operationalised by the GoG. This applies particularly to support to decentralisation, where Danida was the very first development partner to support structures beyond the district level right down to the sub-district structures such as the area councils. A peculiar feature of Danida's programming is its ability to engage in consultation with stakeholders. The consultative nature of Danida's programming is widely acknowledged by most Ghanaian partners and beneficiaries of Danida support.

The most challenging aspects of Danida support under the GGHR programme has been support to the independent governance institutions (IGIs). The quality of the co-operation between the Embassy and the various institutions varies. It has been time consuming and has made little progress in terms of expected outcomes and even budget spent to date. This applies peculiarly to Parliament. Plans are currently underway under the Leadership of Parliament to establish a donor co-ordination unit within the Service. If this unit is established, then co-ordination and implementation will be made much easier. The Evaluation feels this would be a move in the right direction since donors have always requested a unit dedicated to ensuring the effective execution of donor supported programmes.

Overall, though Danida had programmed its support to be demand-driven by the recipients, it ended up rather more supply-driven, as this was what the institutions were familiar with.

Support to the Commission on Human Rights and Administrative Justice (CHRAJ), where Danida has been the lead donor since 1993, is very satisfactory. Danida provided technical assistance to CHRAJ by way of the Danish Ombudsman, who has had long co-operation with CHRAJ. The main challenge with CHRAJ, however, has been the high turnover of trained and professional staff due to low salaries and the fact that the staff who stay behind tend to be resistant to change and reform.

As was the case with Parliament, support to the judiciary has also proved challenging and with an over-stretched project management team. Support is still in its initial phase with the expansion of the magistrate reform programme, the alternative dispute resolution, and capacity development of the judicial service.

Support under the GGHR programme to community based civil society organisations, mainly through Ibis, has proved quite satisfactory. The capacity building of NGOs by Ibis has been one of the star features of Danida support. Through Ibis support, CBOs are mobilising and sensitising communities. The only concern here is to what extent these activities will be sustained after external support ends.

Danida support to the sector has made much progress in areas where it matters. Areas such as capacity building and the setting up of structures at the district level have worked. Moving from there to national level to in turn support the MoLGRDE, through support to the National Decentralisation Action Plan (NDAP) and the Decentralisation Secretariat, can be seen as a bottom-up approach which must be commended, as it gives decentralisation a new focus, making it very relevant to the needs of the government. There is, however, still a lot to be done, particularly in the implementation of the national policy framework which is lagging behind and is beyond the control of Danida and, for that matter, of other DPs in the sector.

Unfortunately, the lack of a Gender Strategy resulted in a scattered inclusion of gender issues in the GGHRP.

Danida's support to capacity building and institutional building in general can be lauded as one of its strong points. The fact that institutions were given the freedom to determine their own capacity building needs is very positive.

Conclusions and recommendations

Overall, Danida support to the GG&HR sector has been impressive. Danida has maintained faith in the sector and in cases where no donor provided the needed resources, Danida has stepped in to provide the support. Danida's support to capacity building and institutional building in general can be lauded as one of its strong points. The fact that institutions were given the freedom to determine their own capacity building needs is very positive. Having supported the sector since 1993, from a sometimes scattered and incoherent programme of HR&D to GGHR, Danida has over the years reviewed and re-evaluated its strategies and redesigned its programming in the sector to conform to the needs of the institutions as well as the government of Ghana. This has helped considerably in establishing and providing a platform to engage all relevant actors in the governance sector. It is also reflected in the fact that Danida is recognised as a "good donor", filling a funding gap which the GoG could not fill. Over a number of years, Danida has been lead donor in the decentralisation group.

However, the move from individual to a so-called thematic programme does not necessarily mean that possible synergies between the components are adequately exploited. In fact, the design of the various components under the GGHRP make it more like a collection of individual projects rather than linked interventions. Support to DSDA finally fed into national policies, so that this kind of support was appropriate (although too short on the ground to see its impacts sustained). Now, support given to the DS is helping to address the issue of fiscal and administrative decentralisation.

Governance does not lend itself automatically to linked interventions, not to forget the entrenched self-perceptions of some institutions as being superior to others. Therefore, the question remains as to what will be the best way for Danida to support governance. In this regard, the Evaluation would suggest the following:

For now, Danida support to governance would have to remain as it is, i.e. the IGIs would have to be supported independently from each other until institutional mechanisms within the IGIs are strengthened enough to be capable of innovative development. Currently, a SWAp for all IGIs seems unrealistic, but SWAps for individual IGIs might be feasible. However, there is a need for Danida to support continuous institutional mentoring either by similar Danish institutions or elsewhere, as was the case with the Danish Ombudsman for CHRAJ or the Canadian Judiciary Support and exchange programme with the Judicial Service. In other words, there is the need to link the IGIs to institutional partners that provide the same kind of service, i.e. professional exchanges in which critical technical mentoring takes place.

For the IGIs the Evaluation recommends that:

- Support to CHRAJ should be continued as noted in the phase two document on GGHR;
- Parliament should be considered for another phase despite the poor results in terms of achieving programme objectives;
- Although the results of the Judicial Reform Project with regard to the semi-automation of six District Courts in the three northern regions are mixed, it is recommended that future support be designed in collaboration with officials of the Judicial Service, to ensure that the intended objectives and results are acceptable to all;
- Further continuous support to the Electoral Commission should be considered, particularly to the regional offices.

Support to **decentralisation** might be linked to the intended support to LGSS. Support to the Decentralisation Secretariat will have to be continued as it is just beginning to put in place the structures needed for the DDF to take off. Support to the Decentralisation Secretariat also indirectly supports the Ministry. Since capacity building modules are being developed as part of the DDF, civil society organisations may assist in delivering the modules. However, civil society involvement in the process must be part of the NDAP. Without a clear strategy for ensuring CSO participation in the implementation of the NDAP, particularly for capacity building at district level, not much will be achieved.

As NALAG is still considered weak and not achieving the necessary desired impact, Danida should further its support to NALAG by assisting with new office accommodation / premises to boost its image and to provide increased funding and assisting.

Currently, there is no clear link between the decentralisation component and the components covering support to the IGIs and civil society. The strategy would be to explore a common link to engage CSOs. However, Danida support to civil society (currently implemented by Ibis) and to **G-RAP** should be continued and funding levels and duration of support per CSO increased. Moreover, the CSGF should also aim at increased support to gender-focused CSOs and CBOs as well as to gender-related activities.

There is a need to design a Gender Strategy for the GGHRP. Sector institutions receiving support from Danida would then have to tailor their gender interventions to both Ghana and Danida gender strategies, bearing in mind current strategy towards alignment. The Gender Theme Group (GEST), made up of representatives of donors and the MOWAC, is already working towards ensuring proper alignment of strategies and prioritisation of gender supported programmes and projects. Targets and indicators can then be agreed upon.

Multi-donor budget support

In June 2003, nine DPs committed themselves to supporting the GoG in implementing the GPRS within the Multi Donor Budget Support (MDBS) framework. In return, the GoG was expected to finance the budgetary operation in support of the GPRS I over the medium term.

Denmark took an active part in the design of the MDBS and decided to participate in the mechanism in order to ensure active involvement in the strategic discussions related to GPRS, particularly including issues pertaining to governance, this being one of Denmark's major focuses and areas of expertise. The MDBS was considered an important vehicle for a joint GoG and DP policy dialogue on key issues, including funding, in relation to GPRS implementation. Participation in this core policy dialogue was considered important, thus enabling easy access to information as well as influence at the very heart of the Government reform and poverty reduction agenda. This was not only to benefit the other components of the GGHR Programme but also the full country programme. Another factor was the poor macro-economic performance at that time: the modest quality and low efficiency of public financial management and public sector service delivery in general and the fact that reforms within these areas were very slow. A major shift to general budget support linked to the GPRS was, however, seen as premature. Hence the decision to be an active partner in the MDBS but with a modest contribution of DKK 10m a year.

The MDBS also aims at increasing the predictability of donor flows. The Government institutions responsible for GPRS implementation and key stakeholders in the MDBS arrangement are the Central Management Agencies: Ministry of Finance and Economic Planning; the Controller and Accountant General's Department; the Auditor General's Department; the National Development Planning Commission (NDPC); and a number of key ministries, departments and agencies (MDAs). The intermediary objective was to "Provide the budgetary basis and promote policy incentives for the successful implementation of the GPRS".

Starting 2004, Danida made bi-annual contributions to the MDDBS, a fixed tranche to be released in the first half of each year, and a performance tranche to be released in the second half of each year. Disbursement of the base tranche was conditional on the Government being on track with the IMF Poverty Reduction and Growth Facility (PRGF) programme. Disbursement of the performance tranche depended on the government's fulfilment of the triggers, to be agreed on an annual basis between the GoG and the DPs for the subsequent year. This mode has been adjusted in 2007 from 'in-year' disbursement decisions to a situation where the assessment in year 'n' determines disbursements in year 'n+1'.

In 2006, an appraisal mission took place to plan new Danida support to the MDDBS. It concluded that "the strong improvements in the government's public financial management system in recent years, as well as improvements in the quality of policy dialogue between the government and development partners, means that the basis has been established for budget support to be an effective mechanism in Ghana." The appraisal team saw Danish participation in the MDDBS as complementary to other interventions. They were also of the opinion that Danish participation provided value added to the MDDBS dialogue by providing knowledge about the practical results of cross-sector initiatives at both sector and local levels.

The appraisal recommended increased levels of Danish support to MDDBS amounting to a total financial frame including reviews and studies of DKK 250m in the period 2006-2010, increasing annual amounts gradually from the recorded DKK 20m in 2005 to DKK 70m in 2010. This second phase of support to the MDDBS was started at the end of 2006 and is therefore not part of this evaluation.

The most significant immediate effects of MDDBS have been in relation to policy dialogue and conditionality. It has been associated with important improvements in Government policy ownership and prioritisation, target setting and monitoring.

Regarding outputs and outcomes, MDDBS resources seem to have helped the Ghanaian Government to reduce the fiscal deficit and cut the outstanding stock of debt while raising public spending.

Moreover, the MDDBS encouraged the creation of the new Ministry and its PAF provisions were helpful in translating general objectives into specific actions. The scope and number of reforms since 2003 has been exceptional and the existence of MDDBS has most likely contributed to the intensity of these efforts. However, implementation has been slow and political commitment appears to have been fluctuating and incomplete.

With regard to the improvement of the provision of social services with a view to supporting poverty reduction, which was a core motivation for taking risks through budget support, the evidence on results so far is mixed.

With regard to governance and accountability, since 2001, policy making and budget processes have evolved towards greater involvement of Parliament and non-state actors. While decentralisation reforms have stalled on all fronts – administrative, political and fiscal¹ – improvements in governance and democratic accountability during the MDDBS period have followed a steady, well-established path of ongoing political reforms.

The **overall role of the MDDBS programme has been more one of facilitation** than of clear-cut influence on any single major outcome. MDDBS has provided funds which have helped the Government to simultaneously reduce public debt and raise allocations to poverty-reducing expenditures. **It has created structures for dialogue on cross-cutting**

¹ See also Thematic Paper on "Context and Framework Conditions".

and sectoral policies, helping to generate policy responses to specific concerns and to sustain reform processes. While there is no single area where the MDDBS dialogue is viewed as having been decisive, it has been supportive of the pro-poor developments in policy and public spending recorded earlier. It is unlikely that these achievements would have been secured through other aid modalities. MDDBS augmentation of budget resources has helped the Government apply funds in response to needs, which earmarked resources could not have done. Similarly, the scope of the policy dialogue could not have been reproduced at sectoral levels because it covered important cross-cutting issues. The GoG has progressively become much more attentive and there are recent and clear examples of the MDDBS group being able to influence Cabinet decisions. Taking all of these considerations in account, ODI judges that the Ghana MDDBS has represented an efficient and effective use of aid resources.

Nevertheless, the original MDDBS goal of reducing government transactions costs has been neglected. There has been an overemphasis on using the MDDBS for policy leverage, rather than as a tool for budget financing. There has, for example, been limited attention to the core problem of bringing greater predictability and credibility to the budget, and an almost exclusive focus on external rather than domestic accountability.

According to the ODI evaluation, there is evidence of the MDDBS having a positive influence on pro-poor policies and spending, while the institutional environment displays too many weaknesses to be confident about the final impact on poverty.

It must be emphasised that Danida played a more prominent role in the donor group (e.g. actively participating in debates) than its modest financial contribution would lead to expect. This has been widely acknowledged by DPs.

Overall, therefore, the Evaluation is of the opinion that participating in the MDDBS was beneficial for Danida, as it has helped in gaining access to information, participating in high-level policy dialogue, and contributing to an aid modality that seems able to create broader benefits than just support at sectoral level, with potentially positive repercussions for Danida-supported sectors (e.g. positive developments in reform processes). The objectives set in the programme document for the first phase of the MDDBS support have been fully achieved. The Evaluation considers that the rather prudent way in which Danida acted in budgetary terms was appropriate given the considerable risks associated with moving towards GBS. Based on the experience with the MDDBS, the decision to continue support and set up a separate programme for 2006–2010 out of the MDDBS component of the GGHR programme also seems justified.

Active participation of the Embassy in MDDBS meetings should continue. An evaluation of Danida support should be undertaken in 2009, comparing the performance of the MDDBS modality with other modalities, especially sector budget support and SWAps.

1 Introduction

The main purpose of this Joint Evaluation of the Ghana – Denmark Development Co-operation from 1998 – 2006 is to evaluate achievements against the overall development objectives as formulated in development strategies, including the development strategy presented by Ghana in Paris in June 1993; the Ghana Vision 2020; the Ghana Poverty Reduction Strategy from 2002; the Interim Poverty Reduction Strategy (2000-02); the Ghana Growth and Poverty Reduction Strategy (September 2005) as well as the Danish Strategy ‘Partnership 2000’ and the country strategies for collaboration between Ghana and Denmark published in 1993, 1998 and 2004. The efforts and achievements will be assessed against the contemporary context and standards prevailing at the time, when decisions were made.

While the evaluation will cover the whole period from 1990 to 2006, main emphasis will be on lessons learned from 1998 (second country strategy for collaboration between Ghana and Denmark) to the present. Particular attention will be paid to the lessons learned from implementation of the most recent country strategy (2004-2008). Please note that, while the evaluation period ends at the end of 2006, where possible the evaluation tries to reflect developments and changes that occurred afterwards, and seemed relevant to demonstrate progress or balance judgements.

Based on the TOR, the tender submitted by Particip and the contract concluded suggested a number of thematic papers (TPs) to be prepared as building blocks towards the synthesis report. These papers will be circulated and discussed with relevant stakeholders. They will also be annexed to the synthesis report. However, these papers should not be considered as merely or mostly just background papers but as essential pillars of the overall evaluation focusing on specific issues that arose from first discussions and document analysis.

The thematic paper on Good Governance and Human Rights is a review of Danida’s support to the Governance and Human Rights Sector in Ghana. Good Governance according to the United Nations is about effectiveness, efficiency, accountability, rule of law, participation and voice, transparency, responsiveness, equity and strategic vision.² Danida on the other hand adopts the definition provided in the Cotonou Agreement between the EU and the ACP countries as a useful point of reference. According to this definition, good governance is “the transparent and accountable management of human, natural, economic and financial resources for the purposes of equitable and sustainable development, in the context of a political and institutional environment that upholds human rights, democratic principles and the rule of law.”³ This reveals a broad range of issues and activities that go into ensuring good governance. Additionally GPRS I & II both identify Good Governance as sectors that required strengthening. In fact, GPRS II states that deepening the practice of good governance and promoting civic responsibility is one of the three areas of priority. The strategy to achieve this objective is to promote effective, responsible and accountable state machinery with improved capacity to engage the productive private sector and civil society. Danida has over the years attempted to integrate these broad areas into its programming framework in Ghana. This thematic paper will therefore attempt to evaluate the process to find out to what extent some of these broad objectives have been achieved, what has worked, and what hasn’t.

² “Governance and Sustainable Human Development”, United Nations Development Programme, 1997

³ “Strategic Priorities for Danish Support To Good Governance – Effective and Accountable Public Sector Management”, Ministry of Foreign Affairs, Denmark

While sections 2 will set out the overall framework in which Danida support to good governance has been embedded, section 3 will focus on the period 1990 to 1998. The period until 2006 is characterised by Danida's attempt to host most activities in human rights and good governance under one umbrella. This led, since 2003, to the inclusion of Danida's support to the Multi-donor Budget Support (MDBS) mechanism in the framework of the so-called Good Governance and Human Rights Programme. Given the fact that the MDBS mechanism is very distinct from the other ways in which Danida support to governance has been implemented, the MDBS is dealt with separately in section 4, while section 5 will focus on all other fields related to good governance and covered by the Country Programmes 1998-2003 and 2004-2008.

2 Framework of support to good governance

2.1 Government's sectoral policies

2.1.1 Overall frameworks for governance

The Government of Ghana's overall development policy framework from the mid-1990s to 2000 was based on *Ghana – Vision 2020*, which aimed at making Ghana into a middle-income country by the year 2020, through accelerated, sustainable and equitable growth. A review of performance in the initial 5-year period found that only a limited impact had been made in laying the foundations for poverty reduction, partly due to weak national ownership, unrealistic implementation strategies and inadequate financing.

In February 2003, the government of Ghana issued the Ghana Poverty Reduction Strategy Paper for 2003 – 2005. This document provides the overarching policy context for the country's socio-economic development. Basically, the GPRS seeks to achieve broad development objectives including reduction of extreme poverty; social and human development; environmental sustainability and regeneration; consolidation of democratic governance; strengthening of accountability and guaranteeing protection of human rights and the rule of law.

The Government of Ghana views governance as a shared responsibility of Parliament, the Judiciary and the independent Commissions set up by the Constitution, and of the Ministries, Departments and Agencies of Central Government, and the different levels of local government, and many parts of civil society. In addition to an elected Parliament and an independent Judiciary, the 1992 Constitution provides for a number of independent Commissions such as:

- the Commission on Human Rights and Administrative Justice (CHRAJ), to ensure the promotion and oversight of human rights, and to carry out the duties of an ombudsman;
- the National Media Commission (NMC), to promote freedom of the media and responsible practices;
- the Electoral Commission (EC), to prepare and ensure free and fair elections; and
- the National Commission on Civic Education (NCCE), for the promotion of responsible citizenship and good governance.

Other bodies set up under the Constitution include a National Development Planning Commission to advise the President on development planning policy and strategy, and a Council of State to advise the President on legislation and other issues. Thus, the 1992 Constitution sought to establish a new culture of governance, at least partly through the

establishment of new institutions designed to protect the rights of citizens, and to promote best practices, in a number of key areas of good governance.

The process of building the six core governance institutions started slowly, in the aftermath of the disputed 1992 election results. The first Parliament of the Fourth Republic was seen by many commentators as a rubber-stamp for the Executive, given the NDC's huge majority. In addition, relations between the Executive and the Judiciary were at best uneasy⁴. The independent Commissions were all under-funded, which limited their ability to deliver their various mandates, although CHRAJ scored a notable success in 1996 when it initiated the first-ever probes into allegations of corruption brought against members of a serving government.

The presence of a real and sizeable opposition in Parliament after the 1996 elections gave impetus to the formulation of a governance programme for Ghana, and a major governance workshop was organised in June 1997 by Parliament, with the support of the UNDP. The workshop aimed at a longer-term co-ordinated approach to governance that would deliver better value for money.

Additionally under GPRS II (2006 – 2009), the broad objective under good governance and civic responsibility is to empower state and non-state entities to participate in the development process and to collaborate effectively in the promoting peace and stability. The key priority areas for the promotion political governance under GPRS II include strengthening parliament, enhancing decentralisation, protecting rights under the rule of law, ensuring public safety and security, managing public policy, empowering women and vulnerable groups, enhancing development communication, ensuring good corporate governance, increasing access to information and promoting civic responsibility. Government of Ghana further notes in the document that though considerable progress was made in the area of public sector reform, decentralisation, security and the rule of law, other critical areas still present challenges to good governance in Ghana. These are namely, strengthening the process of democratisation; improving institutional capacities in the legislative and policy environment; strengthening the data management system to support evidence-based decision making; ensuring gender equity; integrating traditional authorities into formal governance structures and fostering greater civic responsibility.

It must be noted that in 1997, the Government of Ghana established the National Governance Programme (NGP) to support, strengthen and empower governance institutions by building their capacity. It was expected that the NGP co-ordinate donor support to governance institutions. As a result, seven governance institutions were targeted, with strategic plans developed for all seven institutions with a budget of about USD 4.5m. Unfortunately, the process was not sustained due to poor ownership of strategic plans and the fact that some of the governance institutions were not too keen on the NGP controlling resources and having oversight over their work. Additionally, being under the Office of the President created some disquiet among institutions, while others felt the NGP did not have the capacity to co-ordinate their operations. Furthermore, under the Constitution, IGIs are independent and diverse in their roles and so do not feel obliged to co-ordinate their activities programmes as governance institutions.

⁴ It was reported that in a 1994 meeting with some Justices of the Supreme Court, President Rawlings berated Justices Aikins and Hayfron-Benjamin, accusing them of showing ingratitude to the government that appointed them, by voting against the government on a number of occasions.

2.1.2 Decentralisation Programme

In 1989, a major programme of local government reform and decentralisation was set in motion. At the time, the objective of the reform was to increase participation by shifting the processes of governance from command to consultation and by devolving power, competence, resources and means to the district levels. The PNDC Law 207 provided legal and institutional direction to constitute the first District Assemblies. The process was boosted when the Local Government Act 1993, Act 462, was passed. The District Assemblies were expected to create enabling environments geared toward the promotion of public-private partnerships, and to establish the private sector as the engine of growth and development at the local level.

The decentralization programme covered five focal areas of implementation. These included:

1. Political Decentralisation
2. Decentralised Planning
3. Fiscal Decentralisation
4. Administrative Decentralisation
5. Decentralised Management of Public-Private Partnerships

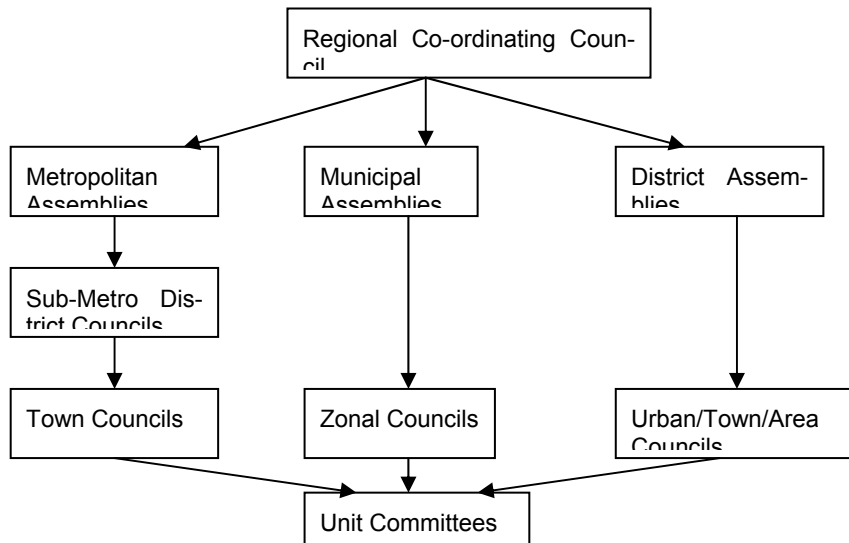
Political Decentralisation involved the re-demarcation of district and sub-district boundaries, the establishment and empowerment of local government structures, and the promotion of advocacy and popular participation at the various levels of decision making. In the framework of political decentralisation, it is particularly important to highlight the concept of Metropolitan / Municipal / District Assemblies in general and District Assemblies in particular. The District Assemblies are physically closer to the people and their development problems than is central government and Assembly members should therefore, in theory, routinely identify these problems and attempt to solve them. At the same time, the decentralisation programme was designed “to promote popular grassroots participation in the administration of the various areas concerned from the stand points of planning, implementation, monitoring and delivery of those services which go to improve the living conditions of the people and the orderly, fair and balanced development of the whole country”. It is perhaps also for these reasons that the **District Assembly** concept initially generated patriotism among not only the rural population but also the Assembly members. In some of the most deprived districts in Ghana such as Tolon / Kunbungu and Zabugu / Tatale in the Northern Region, Kwahu North in the Eastern Region and Nadowli in Upper West Region, Assembly members decided to forgo their allowances for the cause of development in their districts (Ayee, 1993: 129).⁵

As mentioned, the District Assemblies are part of the broader system of the Metropolitan, Municipal and District Assemblies (MMDAs). The MMDAs have been assigned a wide range of responsibilities, including the provision of basic social services and infrastructure. In addition, the MMDAs are responsible for co-ordination of local economic development. The MMDAs thus have a critical role in addressing national poverty reduction objectives and, as such, in achieving the Millennium Development Goals. Overall, Ghana’s public administration system consists of 39 MDAs, around 170 subvented agencies, five statutory funds, 34 SOEs, 10 Regional Co-ordinating Councils, 138 District Assemblies, 1,306 Zonal / Urban / Town / Area Councils and 15,386 Unit Committees (see following figure). All these structures have a shared responsibility for public financial management. The

⁵ Kyei, Peter O. (1999): Decentralisation and poverty alleviation in rural Ghana. Perspectives from the district elites and voices to the rural poor

functionality of the vertical and horizontal linkages between the different actors is a determining factor in the performance and management of the local government system in terms of investment and other funding available to MMDAs.

Figure 1: Structure of the Local Government System in Ghana



Source: Government of Ghana (1996). *Ghana - The New Local Government System*. Ministry of Local Government and Rural Development, November 1996

Sub-Districts are important implementation units within the local government structure. To facilitate budget implementation and accelerate poverty reduction, some level of funding is provided direct to these levels.⁶

In order to constitute the DAs into the District Planning Authorities **Decentralised Planning** was also introduced (with the District Planning Co-ordinating Unit as the technical planning entity). In consultation with the district departments and the sub-structures, a district development plan is designed and submitted to the DA for approval. The district plans are then submitted to the Regional Planning Co-ordinating Unit for co-ordination and harmonization from a regional perspective and then submitted to the Regional Co-ordinating Council for political approval. All regional plans are then synthesized into the draft National Development Plan by the NDPC where it is submitted to Cabinet for approval.

As for **Fiscal Decentralisation**, among others, it involved the creation of the ceded revenue account and the establishment of the District Tender Boards (DTBs), the decentralisation of contract-awarding, as well as the appointment of District Planning Officers (DPOs) and District Budget Officers (DBOs). These structures were to ensure effective management of resources at the district level. The **Administrative Decentralisation** entailed the transfer of defined functions and their related powers and resources to the local governments. Resources to the assemblies were generated in following ways:

- through the collections of taxes and levies;
- through ceded revenue;
- through the DACF, which involved the setting aside of 25% of the total development budget from local sources;

⁶ Ministry of Local Government (2005): National Decentralisation Action Plan – Programme Area 2, 08/2005, Final report

- through specialized transfers such as the minerals development fund, stool land royalties and timber royalties.

It must be noted that not all DAs enjoy these specialized transfers as it only applies to districts that are endowed with such resources.

The DACF was set up by constitutional provision to reserve 5% of national tax revenues for the fund development activities of districts. It has turned out to be the largest source of funding for DAs. However, there have been issues related to the timely release and transfer of funds, and complaints of un-warranted deductions at source and of directives earmarking what to spend the monies on.

Progress has also been made in a number of ways, such as improved implementation of the DACF, greater involvement of District Assemblies in planning and management of various donor funded programmes, and overall improvements in general planning and management skills, in particular among the DA core staff. However, slow progress has also been identified in key areas such as fiscal and personnel aspects of the decentralisation reform.

With regard to **Decentralised Management of Public-Private Partnerships**, the DAs were expected to create enabling environments that promoted public-private partnerships and established the private sector as the engine of growth and development at the local level. Their activities were expected to include investment promotion and the removal of obstacles to private sector development. Measures such as setting aside 20% of the DACF share as revolving funds to promote private sector development were undertaken.

2.1.3 NDAP

In February 2004 Cabinet endorsed the National Decentralisation Action Plan (NDAP) as the Government's key strategic framework for decentralisation and local government reform. Implementation of the NDAP is co-ordinated by the Decentralisation Secretariat of the MoLGRDE. The NDAP provides for following four programme areas:

- 1 - Policy & Institutional Arrangement for Decentralisation Implementation
- 2 - District Development Funding Facility
- 3 - Capacity-building & Human Resources Development for Decentralisation
- 4 - Partnership and Participation for Accountable Local Governance

The NDAP seeks to promote convergence of the decentralisation efforts. This includes consolidation of the processes of resource allocation and management, HRD and capacity-building for poverty-targeted development and governance at local level, and promotion of partnerships between local government, Civil Society, the private sector and traditional authorities.⁷

The implementation of NDAP is supported by Denmark, EC and AFD. There have been achievements in two out of four areas; 1) development of a framework for a District Development Fund (DDF) and 2) development of a performance-based grant system, including harmonised capacity-building for District Assemblies. Progress on the remaining two areas (political/institutional frameworks and Civil Society collaboration) of the NDAP has been dormant for more than one reason: both the strengthening of political leadership and supporting institutions, and the development of co-ordination mechanisms for implementation

⁷ SUPPORT TO DECENTRALISATION REFORM: THE NATIONAL DECENTRALISATION ACTION PLAN, Progress Report January - June 2006

of decentralisation across the various sectors, have suffered from a lack of political commitment and drive. The problem has primarily rested with the Ministry for Local Government, Rural Development and Environment (MoLGRDE).⁸ The performance of the MMDAs is further constrained by the excess of administrative, reporting and implementation arrangements associated with “projectised” financial or capacity-building support from Development Partners. The aforementioned District Development Funding is considered a promising tool for improving the performance of the MMDAs and bridging the financial gap. Its performance-based character, investment funds being linked to regular performance assessment under the Functional and Organisational Assessment Tool (FOAT), seems to hold promise.

Once operational, good performance under this system is rewarded with additional financial resources, while weak performance stimulates tailor-made capacity-building support. Moreover, all three components of the system (performance assessment, funding and capacity-building) are designed as harmonised modalities, fully operating within Government’s existing legal, regulatory and policy frameworks. The disbursements to the MMDAs under the DDF will be based on the outcome of the afore-mentioned annual FOAT assessment process. The performance of the MMDAs will be measured against a number of performance indicators agreed upon by GoG and Development Partners.⁹

It is the conventional wisdom that creation of space for the voices of **Civil Society** legitimises and adds credibility to the whole process of decentralisation. Although NDAP envisages promotion of partnerships between local government, Civil Society, the private sector and traditional authorities, Civil Society has not received a lot of attention, as the other areas were perceived to be in need of more immediate consideration. Also many donors are involved in Civil Society activities which, however, do not fall under the NDAP. In this context it is necessary to point out that, traditionally, NGOs and CSOs have remained primarily in service delivery relating to, rather than collaborating in a direct way with, the District Assemblies.

2.2 Danida’s sectoral policies

The Danish government policy asserts that respect for human rights, democratisation and good governance contribute to creating the required framework for sustainable economic growth and poverty reduction. Also the violations of human rights including political oppression, lack of freedom of speech and corruption can lead to instability. The Danish government therefore commits itself to further good governance, democracy and human rights based on the policies and strategies of the individual African country and the countries’ international commitments. This objective is promoted not only by formulating special programmes on good governance but also by integrating good governance in development assistance in general.

Since the 1980’s the Danish Ministry of Foreign Affairs / Danida has, on a bilateral basis, been developing and supporting a number of GG and especially HRD projects in a number of countries within the context of development co-operation. In this first phase a number of different areas were targeted and various types of interventions were tried out.

Danida’s approach to human rights was informally expressed and elaborated in the 1990 booklet on “Human Rights in Danish Development Assistance” and the 1993 “Human Rights and Democracy. Perspectives for Development Co-operation”. In 1994 this ap-

⁸ Royal Danish Embassy, August 2006

⁹ THE DISTRICT DEVELOPMENT FUNDING MODALITY: A PERFORMANCE BASED GRANT SYSTEM FOR LOCAL GOVERNMENT, MoLG, RD and Env., 03/2007

proach became policy in the strategy paper “A developing world. Strategy for Danish development policy towards the 2000”. This was an attempt to offer a new orientation and a revised strategy for Danish development policy in the light of the global political changes, which had taken place since 1989.

The 1999 policy document “Partnership 2000” retained the fundamental objectives and principles contained in “A Developing World”. Thus, “Partnership 2000” represented a continuation of previous Danish policies. It reiterated and further elaborated support to the promotion of HRD as cross-cutting issue in Danish development assistance. The 2003 Government strategic document “A World of Difference “ and the 2004 document, “Security, Growth and Development”, give even greater emphasis to Good Governance and is very explicit regarding the responsibility of recipient governments to deliver on their obligations to adopt good governance vis-à-vis their citizens.

3 Danida's support to human rights, democratisation between 1990 and 1998: Description, assessment and lessons learnt

3.1 Description of major programmes and projects

Known then as human rights and democratisation (HR&D), Danida's assistance to the democratisation process and human rights is characterised by a broad range of rather small-scale projects combined with some strategic input to crucial areas comprising the electoral process and decentralisation. Danish support to good governance and promotion and protection of human rights was during this phase channelled through the Embassy's local grant authority and thus on a rather small scale, encompassing numerous projects. The overall portfolio of projects dealing specifically with HR&D in Ghana at the time comprised a total of 60 projects which were approved in the period 1990-99. The total grant, however, amounted to about DKK 224.41m, out of which, according to the 1999 Evaluation of Danish Support to Promotion of Human Rights and Democracy 40.3m on local grants, while the rest came from Country Programme and other sources¹⁰. The wide range of projects at the time - 60 in total – added to the complexity of the sector at the time. The supported projects varied from very small-scale support to various NGOs to medium and large-scale projects in support of for example electoral procedures and decentralisation.

Four major areas of intervention were identified:

- Justice, Constitution and Legislation
- Free and Fair Elections
- Media (free press)
- Popular Participation and Empowerment

3.1.1 Justice, constitution and legislation

Under the Justice, Constitution and Legislation component, the category of projects comprised a total of seven projects (approximately 12% of the projects). The total grant approved amounts to DKK 23.17m (approximately 10% of the overall total grant). The Danish support in this area was fundamentally directed towards reinforcing public institutions of strategic importance in the defence and promotion of human rights, rule of law and good governance.

An important priority of the Danish assistance in the area of Justice, Constitution and Legislation was support to the Commission on Human Rights and Administrative Justice, especially in the form of institutional capacity building. The Commission on Human Rights and Administrative Justice is an independent public institution for the protection and promotion of human rights and good governance, created by provisions of the 1992 Constitution. The increasing demand for Commission on Human Rights and Administrative Justice intervention particularly at the decentralised level is one of the main reasons for its request for support from Danida. The fear was that lack of human, financial and technical resources may diminish its effectiveness and credibility.

The aim of the Danish support at the time was to contribute to ensure the role of the Commission on Human Rights and Administrative Justice in the democratic process. By supporting the Commission Danida was in a way contributing to combating corruption and

¹⁰ There exists a slight discrepancy between the figures of the evaluation and the figures made available by the Pre-study: The latter indicates that only DKK 59.5m have been allocated to GGHR between 1990 and 1998. This is certainly due to different ways of categorisation of projects according to DAC.

protecting human rights, which are two main areas of concern for the Commission and general priorities of Danida's policy on development assistance.

Danida also supported the Parliament through a one-year capacity building project with a grant of DKK 2.92m. The project was implemented by a private institution, the Institute of Economic Affairs. It consisted of recruiting and training research and legislative assistants for parliamentarians (junior university graduates) as well as organising workshops on specific themes to enhance the capacities of the various parliamentary committees. Danida further supported two other Ghanaian NGOs (Centre for Democracy and Development and Ghana Legal Literacy Foundation) and through an international NGO (African Society of International and Comparative Law in a regional programme. The Ghana Legal Literacy Foundation implemented a legal literacy programme supported by Danida aiming to promote the knowledge of the main laws and Constitutional provisions to a broader segment of the population. The support granted was DKK 0.56m for this one-year programme, which included publication and circulation of handouts in local languages.

3.1.2 Free and fair elections

The component on Free and Fair Elections, covered eight projects (equivalent to 14% of the projects), with a total grant amounting to DKK 25,592,000 (11% of the total grant). The Danish objective was primarily to improve the institutional capacity of the Electoral Commission. The support included capacity building, acquisition of equipment and training, establishment of electoral registers as well as preparation, conduct and processing of the electoral process. Support to training on electoral operations and information campaign was also included. Danida's support to the Electoral Commission increased considerably from the presidential and parliamentary elections in 1992 (DKK 2.13m) to the 1996 elections (DKK 19.6m). In 1993-94 Danida granted DKK 0.8m to support the Offices of the Commission in the districts. Finally, in 1998 Danida supported the Electoral Commission with a DKK 2,200,000 grant for training activities related to local elections. This support was given in collaboration with other donors.

Support was also given to NGOs to carry out observation and monitoring of the 1996 elections and the 1998 local elections. An amount of DKK 422,000 was given to (Ghanalert) for this exercise. Additionally, a survey on voter's behaviour was granted to the University of Ghana, Department of Political Science, in collaboration with the University of Aarhus in 1996. An amount of DKK 0.44 was applied for the development of a database of voters behaviour which has subsequently been utilised by a number of researchers.

The support to the media included eight projects (equivalent to 13.5% of the projects). The total amount approved was DKK 5,181,000 (2.3% of the overall grant). The support was mainly channelled through private organisations of international, regional or national character. Seminars and conferences to develop the professional capacities of media practitioners were frequent in these projects. These activities involved relatively small grants. The highest grant for a media project (non-regional) went to the establishment and operation of a private local and community based Radio Station (Radio Winneba). The total grant was nearly DKK 0.93m for a six months period.

3.1.3 Media (free press)

The School of Communication Studies, Ghana University, also received a grant of DKK 0.4m for activities to improve the professional quality of public and private press (1994-1995). Additionally, it received a minor grant (DKK 0.1m) for a training programme linking media practitioners to education in public health (1997). This project was supposed to interact with the health sector programme also supported by Danida. The Media Commission was also supported in collaboration with the Danish School of Journalism in organis-

ing and sponsoring a study visit to Denmark as an introduction to the role of the media in the Danish democracy (1995).

At the regional level, Danida gave support to the PANOS Institute, Paris, for a Programme on Information Pluralism in West Africa, including Ghana. The programme consisted mainly of institutional and capacity building for media in the region of (DKK 2.1m for a 7 months project during 1994-1995). Another regional media organisation assisted by Danida was the West Africa Media Foundation, based in Ghana, supported by a 2-year programme on media and democracy with a grant of DKK 0.52m. The activities were related to human rights education for journalists and a regional conference on media law reform in West Africa.

A community radio to promote the exchange of information for rural population and to promote peace among the local ethnic groups was established (the Simli Radio Project) which is a component of a community development programme in Dalon, Northern Region. It consists of educational radio programmes in local languages for the communities involved. This was done in collaboration with the regional radio (Radio Savana-Tamale), which broadcasts the programmes. In both radio projects, the themes of human rights and democratisation are included.

3.1.4 Popular participation and empowerment

The support to popular participation and empowerment was the largest component with 36 projects (61% of the projects). The total grant approved amounted to DKK 170.467m (76% of the total grant). Popular participation and empowerment covered a wide range of activities in Ghana such as support to decentralisation, community development, support to labour market organisations and NGOs, activities for the defence and promotion of human rights and empowerment of specific social groups. A total of 36 popular participation and empowerment projects were identified comprising 14 in the general category, 17 on gender, four targeting children, and one targeting disabled persons.

The projects covered the following areas:

- Decentralisation – three projects (Decentralisation Programme, Support to four Districts, and Survey on the perceptions of Ghanaians on decentralisation).
- Community development - four projects (two major projects involving several sectors, one related to education, and one related to health).
- Democracy and good governance - four projects (two projects supporting the Institute of Economic Affairs and its activities for promotion and political analysis and dialogue, and two projects to support the activities of the Centre for Democracy and Development (CDD) , for analysis and advocacy on democratic governance, particularly strategies against corruption).
- Reinforcing organisations of civil society – three projects (one supporting a trade-union educational programme and two projects related to NGOs, one promoting NGO-networking, and the other one creating an NGO database).

Capacity building was a common element in nearly all the projects.

The table below describes allocations to the components under HR&D.

Table 1: Allocations to components under HR&D between 1990 – 1998

HR&D area	No. of projects	Total grant approved (DKKm)	Percentage of total grant
Justice, Constitution and Legislation	7	23,170	10 %
Free and Fair Elections	8	25,590	12 %
Media	8	5,180	2 %
Popular Participation and Empowerment	36	170,460	76%
Total	59	224,400	100%

Danida Review of HR&D, 2000

3.2 Assessment of relevance, efficiency, effectiveness, impact and sustainability – mainly based on existing documentation

Following its support to the Human Rights and Democratisation Sector, Danida realised that the opportunity to deal with more project specific governance issues and cross-cutting governance problems should be exploited, and that the bulk of activities within HR&D including the governance issues were not sufficiently dealt with. Danida noted that in order for a project or programme to have a medium or long term impact it is crucial to look at the institutional linkages and in particular into what sort of structures a project feeds into, what actors are involved and what processes the project leads to. There seemed to be a problem in relation to the coherence and the internal relationship between some of the good governance principles supported by Danida and some of the programmes. There was therefore the need to find ways of better internal co-ordination between projects and programmes, so that the institutional and policy objectives can guide the designs of sector programmes even better.

The issue at stake was whether the Embassy had taken up too great a number of projects thus difficult to keep track of all the small projects with the risk of losing some of the more strategic potential, which might be gained from concentrating on projects aiming at key policy areas¹¹. There were also issues of sustainability in most of the HR&D projects which were not given initial consideration when initiating new projects.

3.3 Lessons learnt

In terms of lessons learnt, the Danida Review of HR & D Feb 1999 noted that the support was generally timely, strategic and productive. The assistance to the Electoral Commission was crucial at the time, but there was a danger that the proliferation of support and the inclusion of too many private groups to the support may have led to a less effective input. The support to the electoral process had a conflict resolving potential though sustainability may have been an unresolved issue. The solutions found were noted to be expensive and beyond the affordability of Government of Ghana.

Support to Decentralisation, Participation and Empowerment was noted as still a relatively new area, however, the decentralisation process was said to be at a critical stage, with various key aspects of the process not resolved. Some of the problems included:

- Policy dialogue: the dialogue between key players was not sufficiently developed;
- Re-centralisation: sector ministries had been setting up their own services in systems of administrative subordination, which was in clear conflict with the decentralisation reform;

¹¹ Danida Review of HR & D Feb 1999

- District development: despite the Common Fund district development lacked resources or resources are distributed to very specific sectors not necessarily reflecting local needs;
- Local government finances: the number of service functions at district and lower levels was not reflected in financial transfers or an appropriate local revenue system.

The support was however noted to be timely and commendable and showed some results despite its novelty, but the constraints were considerable with some strategic considerations required.

The support to Commission on Human Rights and Administrative Justice was described as an example of strategic and timely support to a key agency.

Generally, the review concluded that the strategy chosen to support a large number of very small initiatives had to be reconsidered. The support was felt to be too scattered and not enough to strengthen institutions designed to alleviate the serious problems in the area of Human Rights and Democratisation.

4 Danida's support to human rights, democratisation and good governance between 1998 and 2006: Description

The period 1998-2008 is characterised by two Country Programmes in which Good Governance and Human Rights were the main areas of concentration.

4.1 Description of the programme 1998-2003

Underlying the first phase 1998-2003 is an analysis that confirmed in several documents that HR&D interventions in Ghana were not based on an explicit strategy or programme. Nevertheless, it was possible to identify priorities and an operational strategy in defining and implementing the support.

The main focus of the Danish assistance to good governance and human rights between 1998 and 2003 was threefold:

Support decentralisation, an issue already taken up earlier.

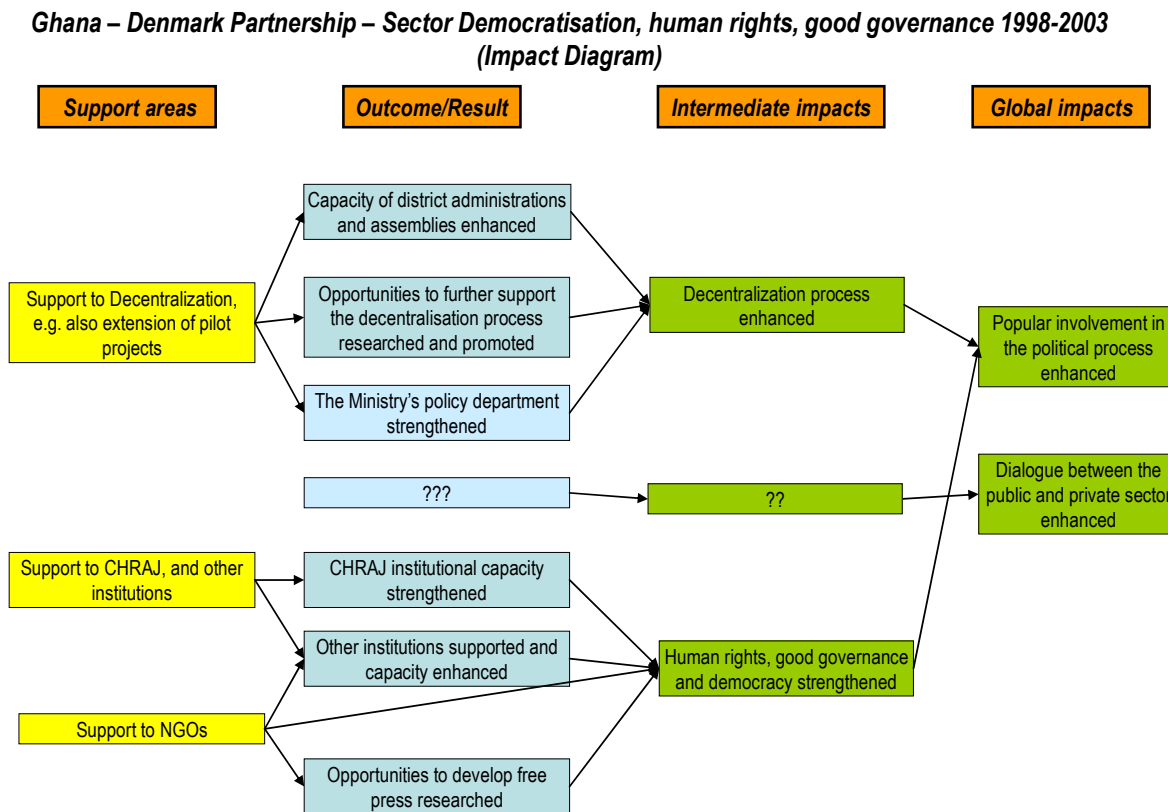
- Support to public institutions and reforms (electoral process, decentralisation, reinforcement of the Commission on Human Rights and Administrative Justice).
- Support to civil society organisations, especially targeting:
 - o community development and participation
 - o women's rights and empowerment
 - o institutions for political analysis and advocacy

The Country programme does not provide a really detailed budget estimate; but one can conclude that between 8% and 12% of the annual budget was earmarked for good governance and human rights, i.e. between DKK 16m and 30m for the period 1998-2003, with increased allocations for the last three years (see Country Programme, p. 35).

Based on the objectives expressed in the Country Programme, the following figure provides an overview on the envisaged objectives / impacts of Danida support to democratisation, human rights and good governance in the period 1998 - 2003¹².

¹² Please note that terms and objectives are directly taken from the Country Programme, as formulated

Figure 2: Ghana-Denmark partnership: Sector democratisation, human rights and good governance 1998-2003 – Impact diagram



The diagram aptly describes the intended objective of Danida support at the time, reflecting as well the governance objectives of the GPRS I & II.

In 1998, Danida approved another project for institutional support to the CHRAJ amounting to DKK 9.2m for a three-year period (1998–2001). This project was based on the plan for support elaborated after an assessment of needs carried out with the assistance of the Ombudsman of the Danish Parliament. The positive evaluation of previous support also motivated the approval of the project. The Commission had previously been granted DKK 0.9m (1995-1996) for institutional support. In 1998 the Commission in co-operation with an NGO received approx. DKK 0.25m to carry out a survey and workshop on corruption.

Also as part of the preparation for the Danida supported Programme for Good Governance (GGP) in Ghana, a pilot project for capacity building of traditional authorities on conflict prevention in Northern Ghana entitled Northern Traditional Leadership Initiative (NORTRAD) was implemented in 2002. The initiative came about as a result of a specific request from the Northern Regional House of Chiefs (NRHC) to Danida in September 2001 suggesting that the chieftaincy institutions be upgraded to enable them to participate with increased capacity in conflict prevention, good governance, and other social development processes in the northern part of Ghana. The Royal Danish Embassy supported the Northern Traditional Leadership Working Group to design the component over the period of January to November 2002.

there; question marks indicate that elements are missing in the Programmes.

The Danish Support Programme to District Assemblies (DSDA II), a continuation of the 18 months pilot project (DSDA I) in four districts of Volta and Upper West Region, was again part of this phase. The Programme was approved by Danida in October 1998, and incepted after conclusion of the Government-to-Government Agreement in April 1999. It aimed at strengthening the human resource, and institutional and economic development capacity of all 17 District Assemblies in the Volta Region (12 DAs) and the Upper West Region (5 DAs). Total Danida funding of the programme amounted to DKK 50.2m over five years (mid 1999-mid 2004).

The DSDA II was composed of interventions at three levels with seven respective objectives in accordance with the programme document:

1. National level

- o support to improve the capacity of the Ministry of Local Government and Rural Development (MLGRD) in regard to policy analysis, human resource development, planning and monitoring of the reform process;
- o support to improve the capacity of the National Association of Local Authorities in Ghana (NALAG) to carry out research and advocacy regarding the decentralisation process;

2. Regional level

- o support to strengthen human resource capacity of the regional administrations, in particular the Regional Planning and Co-ordination Units (RPCUs); and

3. District and Sub-district levels support to

- o improve the capacity of the DAs to function as local governments,
- o improve the capacity of the members of the DAs to carry out their roles;
- o stimulate the local economy through district promotion and poverty reduction funds, particularly for women, and
- o Enhance the accountability and transparency through strengthening of the audit mechanisms of the DAs.

Implementation of the DSDA II was by the Participating Agencies (MLGRD, NALAG, RPCUs, DAs), supported by a Co-ordinating Secretariat (CS) serving as the administrative and technical co-ordination link between the various stakeholders (including the Danish Embassy and MLGRD). A consortium of local consultants, with an international consultant attached provided Technical Services through the CS. To provide national level oversight, overall programme co-ordination was provided through the Programme Co-ordinating Committee (PCC), comprising members from the main stakeholders.

4.2 Description of the programme 2004-2008

As indicated, the Royal Danish Embassy supported a number of separate projects contributing to good governance in Ghana mainly on an ad hoc basis during the period 1998-2003. In order to prioritise and enhance its effectiveness, it decided that the various governance and human rights activities be integrated into one thematic programme with a five year perspective. The programme was based on joint analyses of important governance and rights issues. It took as a starting point experiences already gained, priorities expressed by the Ghanaian governance and rights stakeholders and utilises options for joint donor funding or management to the extent possible. It should be noted that considerable

effort was put in the preparation of this thematic programme, encompassing broad consultations with GoG, IGIs, civil society and other DPs.¹³

The programme for 2004-2008, the Good Governance and Human Rights Programme (GGHRP), covers a five-year period with an overall budget allocation of DKK 230m. This phase is also aligned to the governance objectives of GPRS 1, aimed at promoting particular areas of the GPRS. The broad development objectives of this support relate to enhanced participation, human rights, equity, transparency and accountability to support the improved delivery of services for sustainable poverty reduction within a decentralised, democratic environment. The support covers contributions to the Multi-Donor Budget Support (MDBS) facility, the National Decentralisation Action Plan, key governance institutions and civil society.

The programme comprised four components:

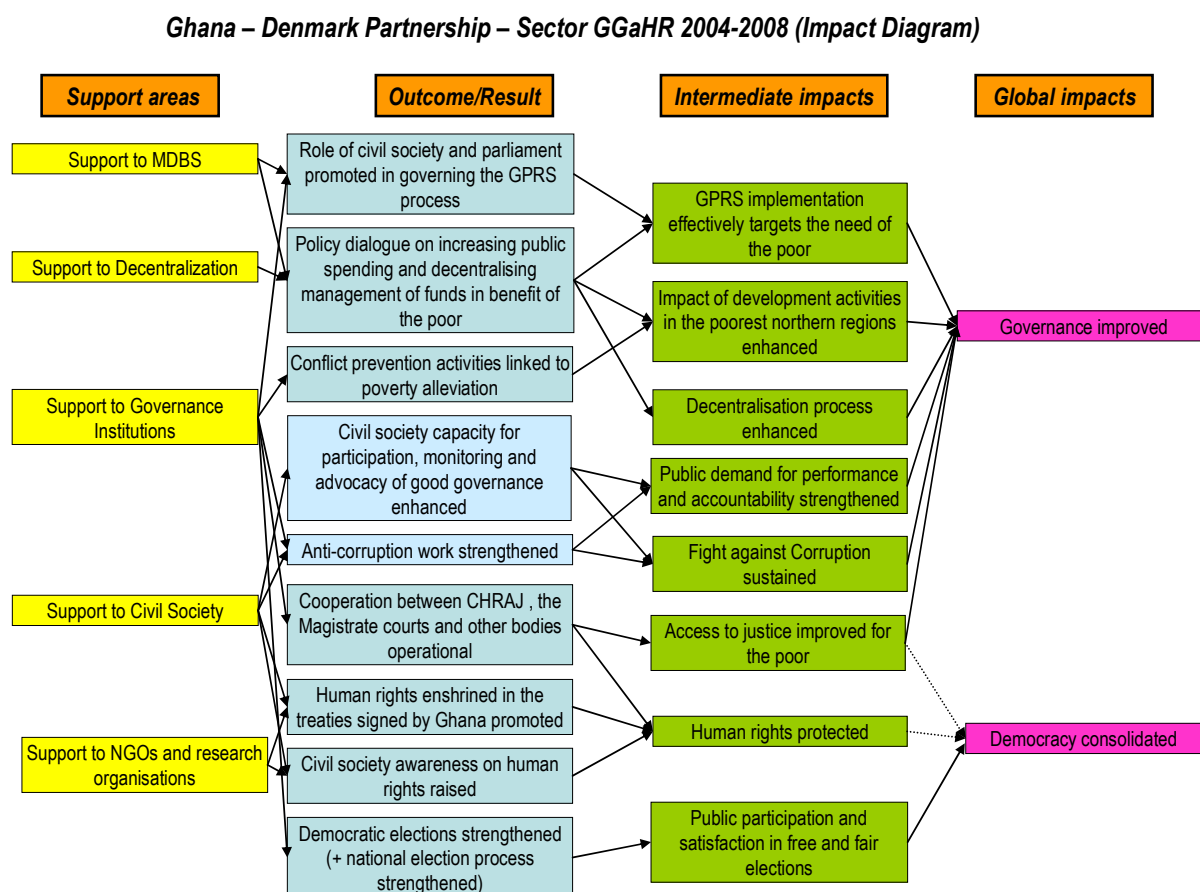
1. Component 1 supports the implementation of the GPRS in the form of a contribution to Multi-Donor Budget Support Facility (MDBS). Denmark's support amounted to DKK 70m.
2. Component 2 is a continuation and expansion of the ongoing support to decentralisation, through joint-donor mechanisms. This component targets key activities to promote progress under the GoG's National Decentralisation Action Plan (NDAP). A major element is the support to institutional and policy arrangement for reform. This comprises support to the NDAP itself as well as the Decentralisation Secretariat. The total budget for this component was DKK 58.1m.
3. Component 3 supports selected independent governance institutions such as Parliament, Judiciary, Commissioner of Human Rights and Administrative Justice (CHRAJ) and Electoral Commission (EC). This component seeks to provide direct funding to a number of key governance and human rights institutions. This support is based upon previous or ongoing co-operation and target institutions selected through a consultative process. The main institutions targeted under this component include the Commission on Human Rights and Administrative Justice (CHRAJ), the Electoral Commission (EC), Parliament, and the Judiciary. The total budget for this component was DKK 59m.
4. Component 4 assists Civil Society through (a) support to local community based organisations working in empowerment, awareness and advocacy for the poor (b) support to the joint-donor funded Ghana Research and Advocacy Programme (G-RAP), which provides core funding and support for strategic planning of governance and human rights activities to CSOs operating mainly at the national level. The objective is to promote the level of effort and capacity of civil society at local and national levels to participate, monitor and advocate in relation to good governance and human rights. The first sub-component supports the establishment of a fund, which,

¹³ Agreement had been reached during the annual consultations between the Governments of Ghana and Denmark in 2001 on preparing a major Danish thematic support programme on Good Governance and Democratisation (GG&DP) to establish the conditions for pro-poor growth. Subsequently, a succession of preparatory activities were set in motion, building on experiences gained from the earlier projects supported and on the move towards donor harmonisation. Several consultations with key stakeholders have been organised by the Royal Danish Embassy. A review of governance in Ghana produced in 2002 (Lessons Learnt From Donor Support to Governance in Ghana, 1992-2002) has served as a key reference for further programme development. A two-day workshop on 18-19 July 2002 was organised by the RDE to continue the process of stakeholder consultation focused on co-ordination with government priorities, proposing operational objectives to ensure compatibility with the GPRS and the NGP, as well as sustainability and civil society empowerment. Participants were drawn from a wide array of stakeholders in the field of good governance and representatives of both bilateral and multilateral donors.

based on applications, tries to enable such organisations to increase their activities in relation to good governance and human rights. Additionally some level of capacity development of the organisations is being funded. Total budgetary contribution to this component is DKK 19m.

The following figure provides an overview on the envisaged objectives / impacts of the second period.

Figure 3: Ghana-Denmark Partnership: Sector Democratisation, human rights and good governance 2004-2008 – Impact diagram



The diagram outlines the intended objectives of the GGHRP support: Enhanced participation, human rights, equity, transparency and accountability to support improved delivery of services for sustainable poverty reduction within a decentralised democratic environment.

The objectives of the support to these four main components were to affect the “supply side” conditions for governance service delivery and respect for human right, whilst also stimulating the “demand-side” to express the right to good governance and the protection of basic human rights. Support to the MDBS and the decentralisation process aimed at supporting GoG in policy implementation, whilst support to the independent governance institutions and civil society was to build their capacity and enhance their watch dog function over the executive.

A major lesson learnt under the GGHR programme between 1998 and 2003 was the diversity of elements under the component. Thus it did not lend itself to a coherent programme in itself. Though the intention was to create a simultaneous and inter-linked bottom-up top-down approach through the programme to good governance and human rights, this had not materialised.

The following table shows the envisaged objectives and indicators according to the log-frame.

Table 2: Objectives and indicators of the GGHR programme

Objectives	Indicators
Component objective	Level of GoG funding for independent governance institutions increased
Improved capacity of independent governance institutions to promote human rights, transparency and accountability	DP and stakeholder assessment of performance of independent governance institutions improved
3.1: PARLIAMENT	Strategic implementation plan formulated
Improved capacity of MPs and Parliamentary Committees to perform their functions	Donor co-ordination established
	Parliamentary Committee rooms operational
	Research capacity improved
	Hearings and district visits held (to be specified)
3.2: ELECTIONS	Elections judged free and fair by observers
Free and fair elections held	Outcome accepted by all parties
	Number of contested results decreased compared to 2000.
3.3: CHRAJ	Reduced backlog of cases
Improved public administration accountability and transparency	Training in HR issues for teachers held + material developed
	A-C unit publicly addressing Auditor-Generals reports
	Computer equipment installed and operational
	Pilot case management system implemented
3.4: JUDICIARY	Number of cases disposed of either pre- or post-litigation at Magistrates' Court level (specify)
Improved access to effective court services at local level	Pilot project experiences translated to new courts
	Pilot ADR projects implemented and evaluated and expansion plan developed
	JSDP started and donor funding increased
3.5: Other key independent institutions	to be defined
3.6: NGP	Frontrunner project completed and reviewed
Improved capacity of NGP to facilitate co-ordination of the promotion of Good Governance	Review of sub-component completed

Source: Programme document

The programme has a budget of DKK 230m for the period 2004 – 2008 (60 months). The following table summarises the figures as planned in the programme documents.

Table 3: Budget allocations to the GGHR programme according to programme documents (DKKm)

	2003	2004	2005	2006	2007	2008	Continued	Total
Comp. 1. Support to MDBS	10	10	10	10	10	10	10	70
Comp. 2. Support to Decentralisation		7.65	9.6	13.85	13.85	13.15		58.1
3.1. Parliament*		2.5	2.6	3.4	2.5	2.5		13.5
3.2. Electoral Commission		4		3.5		3		10.5
3.3. CHRAJ*		4.1	3.5	2.8	2	1.6		14
3.4. Judiciary**		1.7	1.5	2.5	2.5	2.3		10.5
3.5 NGP			1	1	1	1		4
Unspecified			1	2	2	1.5		6.5
Comp. 3. Support to Governance Institutions		12.3	9.6	15.2	10	11.9		59
4.1 CBOs		2	1.8	1.7	1.8	1.7		9
4.2 G-RAP		2	2	2	2	2		10
Comp. 4. Support to Civil Society		4	3.8	3.7	3.8	3.7		19
Fellowships			1	1	1	900		3.9
Short term consultancies. T.A. and studies		3	3	2	1.5	1.5		11
Reviews			500	500	500	500		2
Unallocated								7
Total budget	10.000	36.950	37.500	46.250	40.650	41.650	10.000	230.000

* Inception Phase 18 months

** Inception Phase 24 months

Source: Programme document

The GGHR Programme has a time frame of 60 months (5 years) from December 2003 – December 2008. Apart from component 1 (MDBS), the implementation for all other components only commenced in 2004.

For components 2 and 3, an initial project approach phase of 18-24 months was designated. It was decided, that, based on the strategic plans to be developed and general developments in component 2 and 3, a review in 2005 would outline the support for the rest of the programme period.

To create flexibility in the programme, unallocated funds equivalent of 7m DKK were been set aside to cover possible new interesting activities in line with the objective of the programme. According to the programme document, such activities could among other things include support for public sector reforms, support to Ghana Statistical Service, support to the Auditor General's Department, etc.

The following table provides an overview of expenditures under the 4 components until September 5, 2007. Disbursements are almost on track with planning. It is to be noted that:

- The Ghana Integrity Initiative started receiving core funding in 2005 and as well as support to MOWAC which was also funded under the GGHR programme, to undertake the second phase of public consultations on the Domestic Violence Bill as well

as a support to the Media Foundation West Africa, aimed at initiatives in investigative and analytical journalism. These were made possible from reallocated funds from 2005 unallocated funds.

- The National Governance Programme in the final analysis did not receive any support from Danida as planned, since IGIs were not comfortable with having the NGP manage funds and programmes on their behalf.
- Some support also went to the National African Peer Review Mechanism (NAPRM) to prepare an abridged version of the APRM 2006 Country Report. All these small projects were made possible in 2006, through reallocated funds taken from the National Governance Programme and the Electoral Commission.
- Budget line 4556101 concerns the second MDDBS support that started end of 2006 only.

Table 4: Budget overview GGHR Programme 2004 – September 2007 (disbursements)¹⁴

Sorteringskode	Description	Country Code	Department Code	Sub Company Code	Grants	Budget by programme budgetline	Disbursement	Balance Budget	Pct
4555100	GGHRP. General	GHA	2560	735	0	6.833.348	6.659.072	174.276	
4555101	GGHRP. MDDBS. MoFEP	GHA	2560	735	0	59.575.079	59.575.079	0	
4555102	GGHRP. Decentralization	GHA	2560	735	0	28.117.953	23.259.511	4.858.442	
4555103	GGHRP. Institutions	GHA	2560	735	0	20.836.218	18.451.197	2.385.022	
4555104	GGHRP. Civil Society	GHA	2560	735	0	16.902.051	15.266.410	1.635.641	
4555105	GGHRP. Ghana Audit Service	GHA	2560	735	0	1.133.818	1.133.818	0	
4555106	GGHRP. Ghana Integrity Initiative	GHA	2560	735	0	2.560.637	2.348.498	212.139	
4555107	GGHRP. Ministry of Women and Children	GHA	2560	735	0	478.064	478.064	0	
4555108	GGHRP Small Grants	GHA	2560	735	0	1.300.210	485.829	1.024.171	
4555109	GGHRP. Media Foundation West Africa	GHA	2560	735	0	1.000.000	0	1.000.000	
4556101	General Budget Support. MoFEP	GHA	2560	735	0	45.000.000	45.000.000	0	
TOTAL						183.737.378	172.657.478	11.289.691	

Budget line 4556101 concerns the new MDDBS

Source: Own calculations based on figures from RDE Accra

4.2.1 Multi-donor Budget Support

The GoG had formulated its goal and medium-term policy priorities in the GPRS I document for 2003 – 2005. The cost of the medium-term priorities were valued to USD 2,515m over the period 2003 – 2005 and beyond. The financing of the GPRS was expected to come from the government's own sources, HIPC savings, grants, loans, concessional loans and general budget support. In June 2003, nine DPs committed themselves to support the GoG in implementing the GPRS within the Multi Donor Budget Support (MDDBS) framework and in return the GoG was expected to finance the budgetary operation over the medium term in support of the GPRS I.

Denmark took an active part in the design of the MDDBS and decided to participate in the mechanism in order to ensure active involvement in the strategic discussions related to GPRS particularly including issues pertaining to governance, being one of Denmark's major focuses and areas of expertise. The MDDBS was considered as an important vehicle for a joint GoG and DP policy dialogue on key issues, including funding, in relation to GPRS implementation. Participation in that core policy dialogue was considered important (together with large donors as the EC, DFID and the World Bank), thus allowing to getting easy access to information as well as influence at the very heart of the reform and poverty reduction agenda of the Government. This was not only to benefit the other components of

¹⁴ Detailed figures for budget items are available, but unfortunately, accounting headings in the RDE do not exactly follow the budget lines indicated in Table 3. Therefore a clear allocation to the eight major and eight sub-headings is not feasible, nor a direct comparison of all headings.

the GGHR Programme but also to benefit the full country programme. Another factor was the poor macro-economic performance at that time; the modest quality and low efficiency of public financial management and public sector service delivery in general, including tracking of results (also compared to other Danida partner countries in Africa) and the fact that reforms within these areas were very slow. However, a major shift to general budget support linked to the GPRS was seen as premature. Hence the decision to be an active partner in the MDBS but with a modest contributions of DKK 10m a year.

The Framework Memorandum signed between GoG and nine development partners in June 2003 indicates that the objectives of MDBS are to harmonize DPs' policies and procedures in order to minimize transaction costs for the GoG. This includes:

- agreeing to common benchmarks (triggers and targets) against which performance is assessed;
- improving dialogue between DPs and the GoG;
- basing funding commitments and disbursements on the achievement of agreed targets.

The MDBS also aims at increasing the predictability of donor flows. The Government institutions responsible for GPRS implementation and key stakeholders in the MDBS arrangement are the Central Management Agencies: Ministry of Finance and Economic Planning; the Controller and Accountant General's Department; the Auditor General's Department; the National Development Planning Commission (NDPC); and a number of key ministries, departments and agencies (MDAs).

The intermediary objective was to "Provide the budgetary basis and promote policy incentives for the successful implementation of the GPRS", while the following outputs were defined:

- improved public financial management;
- improved allocation of resources according to the priorities of the GPRS, including the promotion of good governance;
- improved macro financial stability;
- improved and better co-ordinated policy dialogue between Government and Development Partners;
- reduced transaction costs for the delivery of development assistance.

Starting from 2004, Danida made bi-annual contributions to the MDBS, a fixed tranche to be released in the first half of each year, and a performance tranche to be released in the second half of each year. Disbursement of the base tranche was conditional on the Government being on track with the IMF Poverty Reduction and Growth Facility (PRGF) programme. Disbursement of the performance tranche depended on the government's fulfilment of the triggers, to be agreed on an annual basis between the GoG and the DPs for the subsequent year.

From its very beginning, the MDBS was considered as a new and evolving mechanism.

The MDBS had two types of indicators. One relates to Ghana being on track with the IMF PRGF, which ensures macroeconomic stability and budget discipline. The other type of indicators – in MDBS terminology called performance triggers – was established on a yearly basis through mutual agreement with GoG. For 2003, the policy matrix elaborated comprised 12 triggers related to key reform areas, which determine the performance disbursement.

In 2006, an appraisal mission took place to plan a new Danida support to the MDDBS. The mission concluded that “the strong improvements in the government’s public financial management system in recent years, as well as improvements in the quality of policy dialogue between the government and development partners, means that the basis has been established for budget support to be an effective mechanism in Ghana.”

The appraisal team saw Danish participation in the MDDBS as complementary to other interventions, particularly in the areas of: (i) leveraging key issues concerning the strategic allocation of total public expenditures, aimed at ensuring coherence between sector and macroeconomic policies; (ii) leveraging key issues concerning public sector reforms, in particular fiscal decentralisation; and (iii) leveraging key policy issues concerning private sector development. They were also of the opinion that Danish participation provides value added to the MDDBS dialogue by providing knowledge about the practical results of cross-sector initiatives at both sector and local levels.

The appraisal recommended the continuation and increased levels of Danish support to MDDBS amounting to a total financial frame including reviews and studies of DKK 250m in the period 2006-2010, increasing annual amounts gradually from the recorded DKK 20m in 2005 to DKK 70m in 2010. This second phase of support to the MDDBS was started at the end of 2006; it is therefore not part of this evaluation.

4.2.2 Support to decentralisation

Implementation of decentralisation reform is high on government’s agenda and is thus one of the four main areas of interventions in the GPRS. Yet despite the priority given to decentralisation in the GPRS, overall progress on the reform has been slow with a range of steps that have yet to be addressed.¹⁵ The support to the decentralisation reform process therefore seeks to support the implementation of Ghana’s National Decentralisation Action Plan (NDAP). The plan was formulated after a broad participatory process and seeks to address key constraints towards the achievement of the decentralisation reform agenda. Support to the NDAP is an opportunity for Danida to contribute to Government’s own framework for decentralisation. Support to the NDAP also serves as a basis for joint donor support for decentralisation in Ghana.

The support covers the development of the NDAP itself as well as the Decentralisation Secretariat, which is intended to play a main role in preparing the ground work for reform implementation. Additionally, the district development fund under the NDAP will also receive support. The objective here is to provide development funding and thereby tackling the myriad number of local development funds by promoting a harmonised modality. Furthermore, the support under this component seeks to establish a common national approach to capacity building for decentralisation. There four main sub (programme) areas are as follows:

- Policy formulation, co-ordination, and management
- Local Government investment funding
- Capacity building
- Participation and partnership

The total budget devoted to this component is DKK 58.1m.

¹⁵ The limited progress on the broad aspects of decentralisation policy is acknowledged in the Government document “Decentralisation in Ghana, Implementation Status and Proposed Future Directions” (March 2002)

4.2.3 Support to independent governance institutions

The aim of this third component is to improve the capacity of key independent governance institutions in four regards: promotion of good governance, the protection of human rights, to play the public watch-dog over the executive power and to provide access to justice for the poor. The recipient institutions under this component are:

- The Parliament. Objective: capacity building with regard to overseeing the executive.
- Electoral Commission. Objective: Delivery of free and fair elections.
- Commission on Human Rights and administrative Justice (CHRAJ). Objective: Protection of basic human rights and combating corruption.
- Judicial Service. Objective: Access to justice for the poor by reducing case load and legal procedures

Parliament: The intention of Danida's support to Parliament was to strengthen parliament's ability to perform its oversight role as overseer of government, with a view to consolidating democracy, and to promote effective legislation through support to committees and to improve work environment of MPs. The sub-component specifically aims at improving the capacity of Members of Parliament (MPs) and the Parliamentary committees to perform their functions by providing better workspace for Committees; enhancement of the professional capacity of Parliament in research as well as project management; and by facilitating outreach programmes for MPs.

Electoral Commission: Support to the electoral commission on the other hand was to support presidential and parliamentary elections in 2000 and 2004. Danida provided technical assistance in the form of a financial advisor, procurement advisor and media advisor.

CHRAJ: Continued support to CHRAJ is part of a long-term collaboration with the Danish Ombudsman focusing mainly on improving case management through computerisation and intensive training, in addition to human rights education and anti-corruption activities.

Judiciary: Support to the judiciary was developed based on a pilot basis to support the modernisation of selected local magistrate courts. The project is also expected to have direct impact on the local population through the promotion of alternative dispute resolution mechanisms and the simplification of court systems. This component aims at increasing access to justice by strengthening the District Magistrates' Courts through reform and the provision of capacity building to the Judiciary.

The component was designed in consultation with the Judiciary and builds on the RDEs minor grant project support to six Magistrates' Courts 2003-2004. At the programme formulation stage it was envisioned that the sub-component beyond the initial 24 month project approach phase should seek a more integrated approach with the planned DFID Justice Sector Development Programme (JSDP) to ensure harmonisation and effective implementation of programmes and achievement of planned objectives.

4.2.4 Support to civil society

The objective of this component is to support Research and Advocacy Organisations (RAOs) and Community Based Civil Society Organisations (CS-CBOs) to participate in policy and decisions making processes at national and local level, with a view to monitoring and demanding accountability from Government and other governance institutions. The component is divided into two parts, one part supporting civil society at the local level through CBOs and the second part, civil society organisations at the national level known

as the Research and Advocacy Organisations (RAOs) are supported under the facility known as the Ghana Research and Advocacy Programme (G-RAP).

The first sub-component aims at increasing the participation of community based CSOs (CB-CSOs) by informing citizens of their rights and access to government institutions and services. The component is contracted out to and implemented by Ibis through a Civil Society Governance Fund (CSGF). The development objective of this sub-component is to strengthen the demand side by supporting civil society to monitor and advocate for the implementation of the GPRS as well as enabling the local population to demand their rights to services from the formal institutions.

The second sub-component comprises support to the Ghana Research and Advocacy Programme (G-RAP). The objective is to strengthen the capacity and effort of Research and Advocacy Organisation (RAOs) to engage strategically and with a long-term focus in the monitoring and participation in implementation of Government policies and plans. Under the programme core funding was provided to RAOs with financial flexibility and predictability to enable them plan for a long term horizon and also pursue their strategic objectives.

5 Danida's support to the MDBS (2003-2006)

This section deals with the question: "What has been the role of the MDBS in donor support to Ghana and for Danida?" The question is new compared to the inception report. It has to be emphasised that there exists an evaluation of the MDBS conducted in 2006 (ODI-CDD-Ghana¹⁶), with the final report issued in 2007. It was not the aim of the present evaluation to repeat the ODI evaluation, but to rather to reflect its results and to provide, mainly through the perception study, some further insights and possible changes that occurred since the field work of the ODI evaluation. Therefore, this section firstly provides main results and assessments of the ODI evaluation and an ODI Briefing Paper with special focus on issues of high importance for Danida, and secondly it tries to shed light on the role of the MDBS for Danida.

To give an idea about the overall scope of the MDBS, the following table shows the disbursements between 2003 and 2006.

Table 5: The scale of MDBS disbursements between 2003 and 2006

	2003	2004	2005	2006
Total MDBS disbursements in USDm	278	311	282	309
As % of total aid	39	32	27	n.a.
As % of total government spending	13	10	9	n.a.

Source: Ministry of Finance and Economic Planning (MDBS); IMF, 2006 (government spending)

Donors were encouraged by the peaceful transfer of power after the 2000 elections, continuing the democratisation of the preceding decade. They were encouraged, too, by improvements in the quality of macroeconomic management, resulting in an agreement with the International Monetary Fund (IMF), by legislation strengthening domestic financial management, and by adoption of the GPRS. At the same time, they were aware that they were taking a risk. Serious weaknesses remained in the quality of budget preparation and execution, reducing the Government's ability to utilise budget support effectively. Donors saw the need for continuing reforms to deal with the weaknesses of the civil service and its management of the public finances.

The MDBS created a structure for dialogue between donors and Government, based on twice-yearly discussions. It established a disbursement schedule linked to the budget cycle and created a common set of benchmarks for judging progress, based on a Performance Assessment Framework (PAF). A significant feature of its design is the establishment of a two-tranche system of disbursement. This is based upon a 'base payment', paid at the beginning of each year against satisfactory macroeconomic management, and a 'performance payment' linked to the achievement of defined 'policy triggers', which measure progress in key policy and institutional reforms. A part of the performance payment was withheld for the first time in 2006, when a number of triggers were not met. This system has been adjusted, with broad agreement among MDBS partners, in order to improve predictability and ensure greater alignment of MDBS disbursement schedules with the GoG's budget cycle. Since 2007 disbursements moved from 'in-year' disbursement decisions to a situation where the assessment in year 'n' determines disbursements in year 'n+1' in line with OECD/DAC best practice guidelines. This means that disbursement by DPs is now made based on triggers that have been established 2 years in advance, and that are assessed the year prior to the year in which disbursement is scheduled to take place (assuming a positive assessment). So the disbursements of MDBS in 2007 were based on an

16 ODI-CDD-Ghana: Joint Evaluation of Multi-Donor Budget. Support to Ghana. Based on OECD-DAC methodology. June 2007. 2 Volumes

assessment of GoG performance made in 2006 of progress in implementing policy actions that were agreed and incorporated in the PAF in 2005. This means that the annually base- and performance tranches will be disbursed in one payment during the first quarter (first half) of the year¹⁷.

5.1 Assessment

5.1.1 Immediate effects

In assessing the immediate effects of MDBS, a major feature is that budget support has been of **limited importance in relation to total aid and the Government's own budget**. Moreover, its relative importance has diminished over time. Thus, **in 2005 MDBS inflows were equal to only a quarter of all aid receipts and under a tenth of total Government spending**. This feature has limited what it is reasonable to expect MDBS to achieve. For example, its ability to raise the importance of the budget has been slight. Many line ministries can still deal directly with donors, by-passing the Ministry of Finance and Economic Planning (MoFEP), the Cabinet and Parliament. One of MDBS' strengths is that it has had **good year-on-year predictability**, mostly within a range of $\pm 5\%$ of planned disbursements, although within-year variability has been greater. MDBS has probably also been associated with **reduced transactions costs**, by comparison with project aid, although this is hard to demonstrate conclusively. As the MDBS has not been a growing form of assistance, its impact on overall predictability and transactions costs has consequently been modest.

The **most significant immediate effects of MDBS have been in relation to policy dialogue and conditionality**. It has been associated with important improvements in Government policy ownership and prioritisation, target setting and monitoring.

On the other hand, the use of the PAF as both a monitoring framework and a mechanism for policy leverage has created contradictory incentives, with the Government seeking modest performance goals and MDBS donors pushing more ambitious targets. The result has been a high-cost and confrontational structure of dialogue, with attention focused on the detail of PAF indicators at the expense of discussion of strategic problems. Some donors seem to have remained too ready to pursue their own Governments' priorities at the expense of collective agreement.

While the ODI evaluation is of the opinion that the contribution of MDBS to aid harmonisation and alignment has been modest, but has contributed enough to demonstrate a potential to achieve more in the future, all interviewed donors during this evaluation were of the opinion that its role in the harmonisation and alignment sphere should not be underestimated, e.g.: "I think that the MDBS has been very important in the harmonisation and alignment process. I know the evaluation said, it wasn't, but I think it really has been, because it started a lot of these donors dialoguing and actually giving them very much of their first experience in true harmonisation and alignment. And a lot of these people, the same people, representing the same organisations, have gone on to participate in the harmonisation action plan, to lead on the joint system assistance strategy. I think that that experience with harmonization in the MDBS was very important."

¹⁷ See also Ministry of Foreign Affairs (2006): Programme document: Danish Support for Multi-Donor Budget Support Ghana 2006-2010. September 2006

5.1.2 Outputs and outcomes

Regarding **outputs and outcomes** of the MDBS, the ODI Briefing Paper states that, “at the macroeconomic level, MDBS resources have helped the Ghanaian Government to reduce the fiscal deficit and cut the outstanding stock of debt while raising public spending. Domestic interest payments and debt have fallen as a consequence. Thus, MDBS resources have been important but macroeconomic questions have not featured much in the MDBS dialogue and it is unlikely that it influenced the choice of policies. Arguably, the quality of dialogue between MoFEP, the Bank of Ghana and the IMF has been sufficiently strong for this not to be necessary.”

Overall, private sector representatives believe that the business environment is the best since independence. MDBS donors have been supportive of the Government’s emphasis on a strong, competitive, private sector. Beyond that, MDBS is viewed as having been marginal in this area, although including targets and triggers relating to private sector development in the PAF has helped to sharpen the Government’s focus on specific, time-bound actions.

In the public sector, however, past efforts at reform had produced few results, so the Government created a Ministry of Public Sector Reform in 2005. This quickly produced a strategy and work programme with which the President publicly associated himself. Importantly, this strategy was generated within the Government, in contrast to earlier efforts which failed because they were largely donor-driven.¹⁸

The MDBS encouraged the creation of the new Ministry and its PAF provisions were helpful in translating general objectives into specific actions. Beyond this, donors have been careful to avoid attempting to exert undue influence. This has created a dilemma because the Government is reluctant to grasp the nettle of the overall size of the public service. Because of concerns over policy ownership, it has not been possible to address this issue through MDBS, an illustration of its limitations.

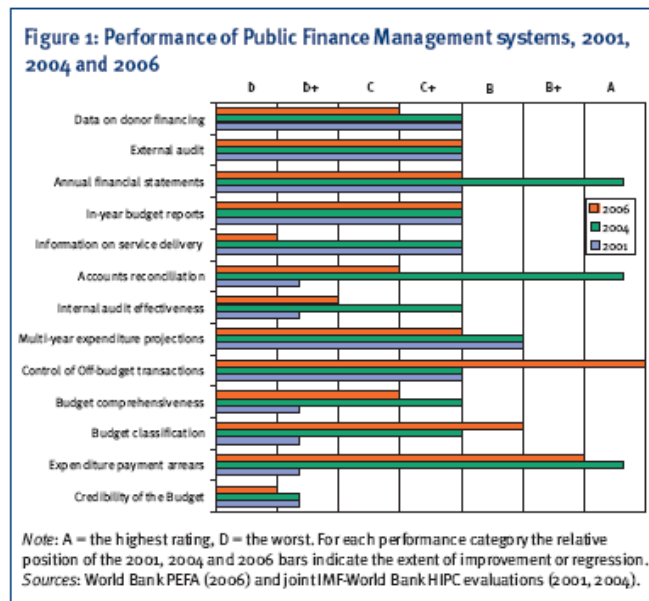
5.1.3 Management of public finances

To minimise the risks associated with the MDBS, strengthening Ghana’s public finance management (PFM) systems has been a major feature of policy dialogue. Effective action has been seen as a prime determinant of whether the gamble is likely to pay off, converting increased budget resources into targeted, effective public spending. There has been an active programme of PFM reforms, with changes in procurement, internal and external audit, financial management systems, and payroll, cash and treasury management. **The scope and number of reforms since 2003 has been exceptional and the existence of MDBS has most likely contributed to the intensity of these efforts.**

However, implementation has been slow and political commitment has appeared fluctuating and incomplete – attributable to the threat to sources of patronage which PFM reforms represent. Reform measures have had limited impact on actual performance, as the following figure shows.

¹⁸ See also Thematic Papers on “Context and Framework Conditions” and on “Capacity Building”.

Figure 4: Performance of public finance management systems in Ghana (2001, 2004, 2006)



Source: ODI (2007): *Budget support to Ghana: A risk worth taking?*
ODI Briefing Paper 24

This comparison of the outcomes of successive IMF assessments of various aspects of PFM during 2001 – 2006 shows that there was a clear improvement in only five criteria, while there was no change or deterioration in seven. There may be some negative bias in these comparisons, but the fundamental message is that PFM reforms have yet to translate into concrete improvements. Striking is the particularly low rating, and lack of progress, on the credibility of the budget, arising from large deviations between budgeted and actual expenditures.

The ODI Paper further emphasises that “while MDBS has helped to keep reform on the agenda, its structure has led to concentration on only one or two programmes, rather than a focus on PFM reforms as a whole. Moreover, the MDBS programme has been powerless in the face of the slow speed of actual change. The focus on narrowly defined policy actions, with disbursements tied to these, has not helped to develop a more effective strategy. So the risks attached to budget support remain high.”

As for the performance of MoFEP and NDPC in the MDBS process, the ODI evaluation states that these “do remain relatively weak in relation to the responsibilities which they have to discharge and taking account of the crucial roles that they play in guiding government business and in leading policy and institutional reforms. ... short to medium term measures to strengthen their capabilities ... would have a significant ‘multiplier’ effect on the overall capacity of government.” This picture seems to have changed during the last year, as some donors confirm: “In 2006 MOFEP respectively MDBS secretariat became stronger, so that decisions at Minister level are no longer needed. Anyway, processes in ministry are slow and cumbersome, especially also information flow (‘information is power’).” In the meantime also MoFEP seems to have become more “efficient in disciplining sector ministries, meaning that MDBS dialogue is attractive.”

5.1.4 Provision of social services and improving poverty reduction

Supporting poverty reduction was a core motivation for taking risks through budget support. In particular, MDBS contributors looked for improvements in the delivery of social

services targeted to raise the wellbeing of the poor. **The evidence on results so far is mixed:**

- There have been major increases in budget allocations for health and education, raising their shares of discretionary expenditure.
- In education, there have been important countrywide improvements. The number of schools and teachers has increased and, due especially to the introduction of a scheme of capitation grants, enrolment of 6-11 year-old pupils jumped by nearly 20% between 2004/05 and 2005/06.
- These improvements were accompanied by narrowing disparities in primary enrolment rates between the most deprived districts and others, as well as between female and male enrolments.
- Progress in the scale and quality of health services has been slower. Efficiency has been hampered by the fragmentation of budgets, lack of control over the wage bill and rising administrative costs.

Policies have not resolved the problem of meeting user fees for the poor, either through exemptions or a successful National Health Insurance Scheme.

As for the influence of MDBS, ODI states that its contribution to budget resources helped but was not decisive. The MDBS dialogue appears to have been more influential, probably helping to give the social sector ministries greater budget priority. Without MDBS, budgetary allocations would probably have been lower, although rising salaries for health and education workers have absorbed much of the increase. And while the MDBS has supported educational improvements, the modest record on health services reveals the limitations of the MDBS dialogue. Instead, donors have attempted, with limited success, to use sector-level mechanisms to address such issues as the salary/non-salary expenditure balance and the use of user fee exemptions.

5.1.5 Governance and accountability – overall progress

Since 2001, policy making and budget processes have shifted from a nearly exclusive focus on the Executive Branch and Ministry of Finance towards greater involvement of Parliament and non-state actors. There remain problems of under-resourcing of Parliamentary Committees and time constraints on the budget debate but there is no doubt of the growing role of Parliament and its Committees.

Participation of the non-state sector and of civil society and independent research and advocacy organizations in the budget process has also been growing over the period of the MDBS. MoFEP has created entry points for private sector and civil society bodies to provide input into the budget and policy process and these opportunities have been actively taken up.

Governmental transparency has grown and the exchange of government information with non-state actors has increased; respect for human rights has continued to improve. There has been improved access to justice (partly due to increased funding to CHRAJ, also by Danida, and to the Legal Aid Board) and increasing attention to prison reforms.

In relation to women's rights, the creation of the Ministry of Women and Children's Affairs (MOWAC) in 2001 is notable, since when there has been a deepening of MOWAC involvement in work related to the welfare of women and children. There has also been pro-

gress in reorganising the Women and Juvenile Unit of the Police as the Domestic Violence and Victim Support Unit (DOVVSU).¹⁹

However, decentralization reforms have stalled on all fronts (administrative, political and fiscal). GoG has failed to deliver on its 2001 promise to enact legislation promoting public access to information. Political patronage remains endemic and perceptions of public corruption remain high.

The improvements in governance and democratic accountability during the MDBS period have followed a steady, well-established path of ongoing political reforms. They have been driven by government efforts to strengthen governance, although the MDBS dialogue has encouraged the government to stay on track and to deepen such reforms. On the other hand, key governance and democratic accountability deficits persist despite MDBS dialogue.

So overall, in terms of accountability and governance, ODI results acknowledge that “Recent years have seen improvements in governance and democratic accountability because of a steady, well-established series of political reforms. Parliament and civil society exert greater influence. The position of the Auditor General has been strengthened. There is greater transparency of information and human rights are better respected. Weaknesses remain, however. The style of government is still top-down and there has been little progress on some important reforms. Decentralisation has remained slow and the Government has yet to deliver promised legislation to improve public access to information. The public officers’ asset disclosure regime remains inadequate; conflict of interest guidelines have yet to be officially adopted. Political patronage remains endemic and perceptions of public corruption remain high.”

So as a conclusion by ODI, the MDBS programme has been supportive in these areas but probably of marginal influence. It has encouraged the Government to stay on track and to deepen the reforms but key governance and accountability deficits persist, despite the MDBS dialogue.

5.1.6 Efficiency and effectiveness

The overall role of the MDBS programme has been more one of facilitation than clear-cut influence on any single major outcome. MDBS has provided funds which have helped the Government to reduce the public debt and **raise allocations to poverty-reducing expenditures** simultaneously. It has created **structures for dialogue on cross-cutting and sectoral policies**, helping to generate policy responses to specific concerns and to sustain reform processes. While there is no single area where the **MDBS dialogue** is viewed as having been decisive, it has been **supportive of the pro-poor developments in policy and public spending** recorded earlier.

These are important achievements, unlikely to have been secured through other aid modalities. MDBS augmentation of budget resources has helped the Government apply funds in response to needs, which earmarked resources could not have done. **Similarly, the scope of the policy dialogue could not have been reproduced at sectoral levels because it covered important cross-cutting issues.** Taking all of these considerations together, ODI judges that the Ghana **MDBS has represented an efficient and effective use of aid resources.**

But there have been deficiencies. The original MDBS goal of reducing Government transactions costs has been neglected. There has been overemphasis on using it for policy lev-

¹⁹ See also Thematic Paper on “Gender”.

erage, rather than as a tool of budget financing. There has, for example, been limited attention to the core problem of bringing greater predictability and credibility to the budget, and an almost exclusive focus on external rather than domestic accountability.

The attempt to raise MDBS policy leverage through performance payments conditional on policy triggers is also regrettable. There is little evidence of reforms having been implemented faster or more effectively as a result. At the same time, dialogue had become unnecessarily confrontational and less effective for resolution of policy problems, a situation that seems to have improved since the ODI evaluation. Moreover, high-level Government officials complain about the large and not always productive claims it makes on their time.

5.1.7 Impact of the MDBS on poverty reduction

With regard to the impact of the MDBS on poverty reduction, the ODI evaluation, due to a lack of data, only assessed the **likelihood** of a favourable impact on poverty trends in the future. It recognises that important developments in policy and public spending have occurred, which have been in part facilitated by the MDBS, and which seem favourable to poverty reduction. However, for such developments to impact systematically and effectively on poverty, a number of institutional weaknesses would need to be overcome:

- “The ability of existing processes of sector policy formulation, budget preparation and execution to convert allocations into actions would need to be strengthened. Strategies are often poorly conceived, the budget structure does not permit the use of programmes as a focus for budget allocation and service management, and budget execution continues to deviate sharply from planned budgets.”
- With regard to empowerment, the ODI evaluation considered the role of gender programmes in bringing greater budgetary and policy priority to women, concluding that, in terms of procedures, “such issues are now given explicit attention in budget guidelines and in terms of policy priority, there are examples of gender-focused adjustments to policy in agriculture, education, health and police. On the other hand, the reasons for exclusion of women and other vulnerable groups from publicly financed services are some way sort of being comprehensively addressed.”

The ODI evaluation concluded that although there is evidence of the MDBS having a positive influence on pro-poor policies and spending, **the institutional environment displays too many weaknesses to be confident about the final impact on poverty.**

5.1.8 Some conclusions and recommendations of the MBS evaluation

The ODI analysis concludes by stating that a definitive answer to the question what the most significant effects of the MDBS have been will only be possible when there is more experience to evaluate. Their provisional answer is that the MDBS has done enough to justify itself but is flawed. “It has not achieved a sufficient critical mass and it has strayed too far from its initial objective of reducing transactions costs. These flaws have prevented it from minimising the risks of injecting budget support into a still weak fiscal system. While it is seen as having kept reform on the agenda and as having a generally pro-poor influence, it has neither been able to minimise the risks by galvanising more effective PFM systems nor to maximise the payoff in terms of poverty-reduction.” However, donors interviewed by the evaluation team generally acknowledge the value-added of the MDBS.

The ODI studies make a number of recommendations, among which figure:

- The MDBS programme needs to be re-conceived primarily as a method of budget financing, not as a tool for policy leverage.

- The original objective of minimising transaction costs needs to be brought back to centre-stage. Parallel steps by the Ghanaian Government are also needed. It should:
 - o Develop a statement of aid policy setting out Government preferences for different forms of assistance and the future development of MDBS vis à vis other modalities.
 - o Take actions to strengthen the public finances and raise the credibility of the budget, to reduce dangers of misuse of budgetary aid.
 - o Strengthen the absorptive capacity of Government, starting with the design and implementation of a capacity building programme for MoFEP and NDPC and with concerted efforts to address issues of pay and remuneration across the civil service.

5.2 Facets of the role of the policy dialogue within the MDBS and the role of Danida

GoG and DP representatives attested to the important role of the MDBS dialogue. These have helped to sustain commitment to reform. As one donor formulated it: “In Ghana there was a policy vacuum in terms of policy discussion within the government. And to some extent the MDBS came in and filled that vacuum... The creation of the sector groups, which were primarily first donor co-ordination groups, filled that vacuum and then gradually the value of these sector-groups and the other players that could participate within the last year and a half, maybe two years, were really recognized. And so that policy vacuum has been filled, first by donors and now in a slightly more balanced and inclusive way with other players, other stakeholders. But still there is more that could be done along this line.”

However, ODI states that “the structure of MDBS dialogue – notably the focus on narrowly defined policy triggers and the tying of conditional resources to these triggers – did not promote the sort of open discussion of problems which might have resolved the sequencing issues and helped to develop a more balanced strategy.”

Also, it is noted by the donors interviewed by the Evaluation that GoG has progressively become much more attentive and there are recent and clear examples where the MDBS group has been able to influence Cabinet decisions. To a certain extent, some consider MDBS rather as policy dialogue instrument than as a PFM instrument that helps keeping issues on the agenda and pushing them, which seems more difficult at the sectoral level where involvement of MOFEP is often rather limited.

It must be noted that Danida played a more prominent role in the donor group than its modest financial contribution would theoretically imply, actively participating in debates: “I think they used to have two people who used to come to the meetings and they have seemed just a little short, in terms of staff just in the last 6 months or so. So they’ll be stretched to make some at the meeting, but they get there and they were always useful... I think Danida is a fine partner in that. Absolutely.” Also, Danida is recognised as a team player in the MDBS group and is often moderating different opinions.

It must be emphasised that, although not exactly quantified, donors interviewed indicated that time devoted to the MDBS, and thus for harmonisation and alignment, was considered as being quite considerable, independent of the size of their financial contribution, a fact that the GGHR Review of 2005 also noted: “The RDE has put a lot of effort into the work in this group, benefiting the insights of the issues involved and the partnership, and is a respected partner”. Further, the Review states that “the participation in the MDBS has brought benefits to the Embassy in terms of access to information and influence on core

policy issues”, a fact that should not be underestimated for a relatively small player like Danida.

5.3 Summary assessment and conclusions, related to the DAC criteria

A lesson learnt was that MDBS cut across all sectors and was not exclusive to good governance and human rights, and thus budget support ought to have been a Danida programme in itself, not being placed under the umbrella of the GGHR programme. Furthermore, the MDBS agenda has assisted in focusing on a number of critical accountability issues such as public financial management and procurement. This focus it is believed would lead to an improvement in the general governance of the public sector, but results will not be as quick as expected.

Table 6: Summary assessment of Danida support to the MDBS

Criterion / category	Assessment
Outputs, outcomes and impacts	<p>The most significant immediate effects of MDBS have been in relation to policy dialogue and conditionality. It has been associated with important improvements in Government policy ownership and prioritisation, target setting and monitoring.</p> <p>Regarding outputs and outcomes, the ODI Briefing Paper states that, “at the macro-economic level, MDBS resources have helped the Ghanaian Government to reduce the fiscal deficit and cut the outstanding stock of debt while raising public spending. The MDBS encouraged the creation of the new Ministry and its PAF provisions were helpful in translating general objectives into specific actions.</p> <p>The scope and number of reforms since 2003 has been exceptional and the existence of MDBS has most likely contributed to the intensity of these efforts. However, implementation has been slow and political commitment has appeared fluctuating and incomplete.</p> <p>With regard to the improvement of the provision of social services with a view to supporting poverty reduction, which was a core motivation for taking risks through budget support, the evidence on results so far is mixed.</p> <p>With regard to governance and accountability, since 2001, policy making and budget processes have shifted from a nearly exclusive focus on the Executive Branch and Ministry of Finance to greater involvement of Parliament and non-state actors. However, decentralization reforms have stalled on all fronts (administrative, political and fiscal). GoG has failed to deliver on its 2001 promise to enact legislation promoting public access to information. The improvements in governance and democratic accountability during the MDBS period have followed a steady, well-established path of ongoing political reforms.</p>
Effectiveness and efficiency	<p>The overall role of the MDBS programme has been more one of facilitation than clear-cut causation of any single major outcome. MDBS has provided monies which have helped the Government to reduce the public debt and raise allocations to poverty-reducing expenditures simultaneously. It has created structures for dialogue on cross-cutting and sectoral policies, helping to generate policy responses to specific concerns and to sustain reform processes. While there is no single area where the MDBS dialogue is viewed as having been decisive, it has been supportive of the pro-poor developments in policy and public spending recorded earlier.</p> <p>These achievements are unlikely to have been secured through other aid modalities. MDBS augmentation of budget resources has helped the Government apply funds in response to needs, which earmarked resources could not have done. Similarly, the scope of the policy dialogue could not have been reproduced at sectoral levels because it covered important cross-cutting issues. Taking all of these considerations together, ODI judges that the Ghana MDBS has represented an efficient and effective use of aid resources.</p> <p>But there have been deficiencies. The original MDBS goal of reducing Government transactions costs has been neglected. There has been overemphasis on using it for policy leverage, rather than as a tool of budget financing. There has, for example, been limited attention to the core problem of bringing greater predictability and credi-</p>

Criterion / category	Assessment
	bility to the budget, and an almost exclusive focus on external rather than domestic accountability.
Impact on poverty reduction	According to the ODI evaluation, there is evidence of the MDBS having a positive influence on pro-poor policies and spending, the institutional environment displays too many weaknesses to be confident about the final impact on poverty
Role of Danida	Danida played a more prominent role in the donor group than its modest financial contribution would theoretically imply, actively participating in debates.

Overall, therefore, the Evaluation is of the opinion that participating in the MDBS was beneficial for Danida, as it has helped in gaining access to information, participating at high level in policy dialogue, and contributing to an aid modality that seems able to create broader benefits than support only at sectoral level, with potentially positive repercussions on Danida-supported sectors (e.g. positive moves in reform processes). The objectives set in the programme document for the first phase of the MDBS support have been fully achieved. The Evaluation considers that the rather prudent way in which Danida acted in budgetary terms was appropriate given the considerable risks associated with moving towards GBS. The decision to continue support and set up a separate programme for 2006-2010 out of the MDBS component of the GGHR programme also seems justified based on the experience with the MDBS. Active participation of the Embassy in MDBS meetings should continue. An evaluation of Danida support should be undertaken in 2009, comparing the performance of the MDBS modality with other modalities, especially sector budget support and SWAps.

6 Danida's support to human rights, democratisation and good governance between 1998 and 2006: Assessment, conclusions and recommendations

This chapter will treat each of the identified evaluation questions one by one, and provide an overall assessment for each question, if possible related to the DAC criteria. Sectoral questions are focusing on core issues, and are complemented by questions relating to cross-cutting issues.

6.1 Relevance of Danida support, alignment, harmonisation and predictability

6.1.1 Question 1: To what extent is Danida support to GGHR linked to, aligned with and accountable in relation to Ghana's policies and plans (or sector strategies), harmonised with other DPs, and predictable?

6.1.1.1 Relevance

Danida support to the Good Governance sector is in line with and supports the GPRS. The four intermediate objectives contribute to the development objective and the overall agreed Danida country strategy for Ghana. GPRS I & II specifically mention the governance sector as key areas of focus. Under GPRS I references were made to Parliament, the Judiciary and CHRAJ. In GPRS II mention is made of strengthening governance institutions but with a focus on parliament, decentralisation and civic responsibility. Therefore, Danida's support to the sector is in line with GoGs needs. Citing the example of CHRAJ, Danida has been the major donor in funding its activities and capacity building initiatives. According to CHRAJ, capacity building support has been very good in terms of job performance, and the quality of reporting has very much improved. Additionally it was through Danida support that the first strategic plan was developed in 1999 with a subsequent version in 2003. The current plan is a three year plan which has been translated into a workplan and utilised as a tool to develop the Commission's activities.

6.1.1.2 Alignment

Following the Paris Declaration, the following criteria have been selected for capturing the various facets of and for judging alignment of Danish assistance:

Criterion A: Improved alignment of Danish assistance on national priorities

A critical review of the GGHRP shows that over the years Danida has at each point tried to align its assistance with that of Government of Ghana national priorities. Beginning with the scattered interventions of the HR&D programmes, and the continued reformulation of the GGHRP 1998 -2003 and currently 2004 – 2008.

Governance is so pervasive and the donor sector group is just now beginning to engage with GoG. Harmonisation / alignment is taking place among DPs based on what they know e.g. GTZ is lead on overall governance USAID / CIDA – on parliament; Danida on IGIs and Decentralisation. DPs are trying to get a handle on programmes and to work in a coherent way The Attorney-General represents government on the governance group but he does not speak for all IGIs. The IGIs are not at the table because no attempt has been made to invite them to be part of the process. Donors supporting IGIs meet individually with the institutions but they do not meet as donor group on governance. Not everyone is at the table but there are positive efforts by all DPs to engage. Overall, Danida support to the GG&HR sector is aligned to GoG priorities.

Criterion B: Strengthened capacity by co-ordinated support

Danida has established steering committees for its support to the IGIs for management and implementation of the project. However, the IGI's workplans and budget are not aligned to that of GoG.²⁰ Danida has asked all the IGIs it supports open bank accounts for which funds for the project are channelled. This means funding does not go through GoG budget. The IGIs themselves have kicked against this because it means funding to the project would be delayed due to the bureaucracy involved in assessing GoG funds. It is only the Judicial Service project whose funding goes through the Attorney-General's department.

Criterion C: Increased use of country procurement systems

Danida like all other DPs partly adopts Government of Ghana procurement and financial systems. Some support is audited by the Ghana Audit Service and others by private commercial audit companies.

Criterion D: Increased use of country public financial management systems

Many donors support decentralisation and participate in the Danida-led 'thematic group on decentralisation'; CIDA, KfW, AFD, EC, GTZ, USAID, World Bank, JICA and UNDP. The first three are the main actors when it comes to contributions to political and strategic discussions. The remainder are more passive members of the group, with the EC and the World Bank being periodic exceptions. The group is quite heterogeneous, implementing diverse programmes and representing different approaches to aid. Plans are underway by the group to move towards a more co-ordinated policy dialogue. There are also plans of increased willingness to discuss harmonisation. Denmark, KfW, AfD, CIDA and, to a certain extent, the World Bank have expressed a willingness to look into funding decentralisation through the instruments being developed under the NDAP.

Criterion E: Strengthened capacity to manage Danish assistance

All beneficiary institutions recognize and appreciate latitude given by Danida to use own financial management systems. However, the rigour of financial reporting to Danida has developed skills of staff in financial management and reporting. This fact is particularly acknowledged by CHRAJ and the Parliamentary Service - "Danida has provided semi-autonomy for managing project accounts", which is confirmed to be very useful, positive and helping to build capacity from within.

Most of the IGIs set up project units to implement Danida programmes. Parliament set up a project unit to manage not only Danida support, with plans to manage all assistance to parliament from other donors and sectors. From the standpoint of CHRAJ, the process of planning, budgeting and reporting has given them some rigour and for which they have become better at managing and reporting on project activities. Parliament also expresses the same sentiments. Reports from the Electoral Commission also confirm strengthened financial reporting systems though they did not set up a project unit per se.

Though the actual impact of co-ordinated donor support is yet to be realised the Decentralisation secretariat admits that their capacity has been strengthened through individual donor support programmes from CIDA, Danida, GTZ, and USAID.

Criterion F: Level of untied Danish assistance

Most of Danida's support to the GG&HRP sector has been untied. Though CHRAJ for the most part worked closely with the Danish Ombudsman on some areas of project imple-

²⁰ Joint Review of Support to the Independent Governance Institutions, July 2007

mentation, most support to IGIs and civil society was untied. The nature of the sector does not lend itself to tied aid.

6.1.1.3 Harmonisation

As for the issue of “Use of common arrangements or procedures”, there is some level of commitment to promote the harmonisation agenda by donors but this doesn’t go very far. As one DP put it “Donor dialogue is hypocrisy, everyone dialogues on what can or should be done yet very little is promised”, This is said to be due to difficult policy procedures in their countries and calls for much more openness between DPs and GoG. Other DPs are of the view that policy dialogue is much too linked to disbursements of money.

According to the May 2007²¹ review of the IGIs, harmonisation in Ghana is at a very low level, despite efforts to do so. Development partners have provided support individually to each of the IGIs. The draft National Decentralisation Action Plan (NDAP) offers a coherent overall plan for the implementation of the decentralisation process. It serves as a basis for a harmonised and programmatic co-operation between GoG and the DPs. However, due to its complex nature the process is evolving gradually over a longer period of time. This is because no common framework for effective planning and implementation of programme exists among donors. For e.g. while one donor teaches a type of ADR, another teaches another method. Additionally, a critical examination of G-RAP - the only fund receiving financial resources from four different donors (DFID, CIDA, the Dutch embassy and Danida) - suffered significant problems of co-ordination and harmonisation between donors. The report states that only one example of harmonisation was found mainly through joint donor basket funding of the elections in 2004.

Some donors are of the view that the donor thematic group on governance is the weakest, dealing with a sector that is difficult and diffuse. Others believe some DPs are naïve about dialogue and not very familiar with political scene and what dialogue entails.

As for the issue of “Encouraged shared analysis”, the donor governance group has seen a strengthening through regular meetings, an e-group for communications, sharing of documents, minutes and reports of sub sectors at each meeting. This has been the case particularly with the Justice sector support where the Attorney-General is lead on GoG side. This has created some level of normalcy, and improved relations with the Attorney-General and Minister for Justice. GoG has, through MDDBS, approved sector guidelines, but these have not been communicated to ministries, departments and sectors. So some sector groups have been well constructed with representation from ministry and departments. Unfortunately, a government sector group does not exist for governance and decentralisation and it is an area GoG needs to work on.

6.1.1.4 Predictability

Since Danida support to most of the institutions is direct funding through project units, disbursements are predictable. Most of the IGIs observe that once Danida receives up to date financial and quarterly reports their quarterly allocations are guaranteed. This is however not the case with G-RAP, where the programme faced challenges with working with donors in pool funding. There were times when there was no direct contact with finance officers of donors’ accounts and thus making it difficult for the G-RAP secretariat to verify how much was being placed in the account at a particular time.²²

²¹ Ibid

²² Plans are underway by donors to review G-RAP and improve its management.

6.1.1.5 Conclusions

The good governance sector is a complex one and one that does not lend itself easily to harmonisation, thus posing a challenge to development partners. Probably as support to the sector grows, development partners may in the future find ways of harmonising their activities. Danida's long term support to the sector provides a basis and benchmark to measure progress and achievements over time. It is only when continuous support is given the sector over time will intended results be achieved.

6.1.2 Question 2: How appropriate was the choice of regions of Danish assistance to the sector?

Apart from DSDA I & II where support was based in the Upper West and Volta regions - the GGHRP was mainly based at the national level. Under DSDA I & II, Volta and Upper East were appropriate at the time and because GPRS I identified those regions among the poverty endemic regions in Ghana.

6.1.2.1 Quality and comprehensiveness of choice of regions and sub-sectors

Using the example of the NORTRAD project, it contributed in a very significant way to involve stakeholders in defining the agenda for promoting good governance in Ghana. The 2 publications emanating from the pilot project are still serving as reference material for the sector in Ghana, and the support to NORTRAD initiative gave remarkable results in terms of conflict mediation and awareness among northern traditional authorities of principles of good governance.

The project confirmed the validity of a major programmatic effort to support Good governance, human rights and democracy in Ghana, maintaining a northern focus. Remarkable results were produced under the indigenous initiative referred to as NORTRAD, which delivered much more result than originally expected. The Consultative Workshops had broad high-level participation from relevant stakeholders and provided most valuable input to the continued process of formulating the Danish support to good governance in Ghana.

It has been noted that Upper West and the Volta regions have one of the best sub-district structures as a result of Danida support. The support has been beneficial in supporting the structures and systems. The decentralised departments work in a team and share information which is not found in other regions.

With regard to the Judicial Reform Project however, there are mixed sentiments with regard to the semi-automation of six District Courts in the three northern regions. Some observers are of the view that the geographic selection of these courts has not been an effective guide per se. Since case loads of these courts have not increased as expected even with the expansion. Invariably this has not translated into the poor having access to justice – probably qualitatively but not quantitatively. In fact an RDE evaluation of 2005 raised concerns about the range of potential barriers to access to justice for the poor not addressed by the sub-component outputs. The case filing fees at these Magistrates' Courts was high, at the time 70,000 Cedis minimum (about USD 8), when all entry and service fees have been settled by the litigant. According to the report, stakeholders who were interviewed acknowledged that these fees effectively constrain the use of the Court services by the poorest. Other barriers concern the limited access to legal aid, social barriers related to e.g. lack of awareness of rights and opportunities of pursuing settlements through the Court system, and customary barriers.

With regard to decentralisation some observers are of the view that all three northern regions should have been part of DSDA I & II. The impact of DSDA II seems to have been most outstanding in the Upper East with an increase in revenue, probably due to the size

of region. Some wonder if the impact would have been the same if Danida had included the Northern or Upper East region in the process.

6.1.2.2 Level of integration of poverty aspects in regional and sectoral choice

Support to decentralization was very much about reducing poverty in the two northern regions. For example, the Economic Development Fund (EDF) allocated to the area councils were to be used to carry out income-generating activities for the communities. Most of the community projects included installation and management of corn mills, water pumps for irrigation, loans to the women, plowing of fields for farming. Unfortunately ownership of these community projects have generated conflicts and eroded likely positive impacts of the programme.

6.1.2.3 Consideration of up-scaling potential in regional and sectoral choice (replicability)

There is potential in the decentralized sector for up-scaling. Current donor projects in decentralization targeted at other regions including Danida supported regions are guided by the DSDA I & II approach. Donors such as the EU, CIDA, GTZ and USAID have in different ways imbibed aspects of Danida's decentralized programme. The current District Development Fund (DDF) originated from Danida's support to decentralization, i.e. support to the sub-district structures. Various Danida reviews recommended a more national strategy in dealing with funding to sub-district structures. Additionally, the district data bases developed under DSDA II have now been adopted and replicated by GTZ in other regions and likely to be adopted by government, too.

This theory does not hold in terms of support to the IGIs. An RDE evaluation of 2005 concluded that the Judicial Service Programme had been anchored on an ad hoc basis across the organisational hierarchy, which has left the internal management structures unclear to the outside. Secondly, the report noted that the Service had been challenged in its work to enhance links to the district level, and restrained from frequent monitoring and support to the districts. The limited interaction between the two levels, which in some cases resulted in non-payment of utility bills and the non-presence of a Magistrate, slowed the implementation of the programme. Interviews with programme co-ordinators do confirm, in that particular instance that, Danida was not very prudent in locating the projects within those districts. "Training of the neutrals took place but there were no systems or structures to support the process through". According to the project management team, "the northern experience is a great lesson and Danida have now learnt to tailor their projects with the judicial service vision. Danida has paid attention to project teams' comments and followed through".

6.1.2.4 Conclusions

In the governance sector the choice of regions per se does not really matter. What matters are the types of interventions and structures that are put in place and the extent to which they conform to the national or institutional agenda.

6.2 Question 3: To what extent did Danida support help in promoting human rights, transparency and accountability through key governance institutions, such as CHRAJ, parliament, NGP, the judiciary, electoral commission, NCCE, NMC?

This question covers the entire support of Danida in the fields of GG and HR. As this support shows many facets, the question has to deal with numerous areas that Danida has tried to address with its support, of which numerous institutions/organisations have bene-

fited. It therefore encompasses elements like the effects of capacity building in strengthening institutions such as the judiciary, the parliament and in Independent Governance Organisations, addresses issues of capacity building of IGIs, parliamentary outreach and civic intervention, demand for accountability and transparency from government by CSOs, improved access to justice at all levels and engagement of parliament in policy dialogue.

6.2.1 Increased capacities of the IGIs

In a document on “Danida’s support for good governance and human rights in Ghana” Danida notes that the objective of the support was to build the capacity of independent governance institutions’ and CSOs as watch dog function over the executive.

This criterion has been met to some extent particularly in the case of the CSOs. Going back to the ODI and CDD report of July 2007, it notes that parliament and civil society are exerting greater influence. Whether they have been able to exert the needed influence over the executive is not very evident. CHARJ confirms that Danida support over the years has increased their capacity and has helped the institution in doing things differently. CHRAJ have been able to come out with two strategic plans, one in 1999 and a second in 2003. CHRAJ confirms that government accountability towards them is improving probably because the citizenry are demanding it.

Parliament is of the view that if they have anything positive to show with regard to Danida support in terms of capacity building then it is in the form of the current Clerk of Parliament, who from the beginning of Danida support in 1993 benefited from some of the academic training programmes supported by Danida.

6.2.2 Increased parliamentary outreach and civic intervention

Parliamentary outreach did not begin until after the 2004 elections. Only three of such outreach activities have taken place since. Other donors have also supported outreach activities by parliament including government through the National Governance Programme. Government support is focused at the national level, in the form of the Speakers breakfast forum; regional level outreach is supported by the Friedrich Ebert Foundation; UNDP supports district level outreach and Danida support goes to constituency and schools outreach. The constituency and schools outreach is done in collaboration with MPs, DAs and the NCCE in the form of a durbar. The immediate result of such civic outreach has been that ordinary people have an opportunity to meet with their MPs; it provides a latitude to establish a link between MPs and the constituencies and finally the constituents get to own the programme as theirs.

However, it must be noted that most of the select committees of parliament do undertake several outreach visits to different constituencies and parts of Ghana, following up on a myriad of issues. Support for such activities has come from various donors supporting parliament. Therefore, though parliamentary outreach and civic intervention has been slow and scattered, under Danida support, at least parliament has taken ownership of the process, and it has become a part of the parliamentary calendar.

6.2.3 Improved co-operation between the public and demand for accountability and transparency from government as a consequence of Danida support to CSOs

Parliament established the Special Committee on Poverty Reduction to enable it carry out its oversight roles with regard to the implementation of the GPRS. This special committee has been holding consultations with MDAs on specific poverty spending in the sectors as

well as reviewing annual progress reports of the NDPC. There has been an aggressive growth between parliament and CSOs on the one hand and the public on the other.²³ The level of interaction has increased with key CSOs providing technical assistance to parliament as well as collaborating to pursue common objectives. These have included CDD-Ghana's support to a wide range of legislative capacity building efforts; the LRC providing technical assistance, the Canadian Parliamentary Centre, ISODECs support for analysis of social budgets and IPAs

6.2.4 Improved access to justice at the regional and district levels

Though there are anecdotal accounts of modest improvements to access to justice at the regional and district levels, there is still room for improvement. CHRAJ confirms however that in some regions case load has increased, particularly in the Western Region due to conflicts related to the mining sector. According to CHRAJ some of the district offices do receive complaints and petitions relating to disability and violations of rights.

The support to the Judiciary on the other hand was unable to deliver on the criteria improved access to justice because the initial pilot to modernize 6 magistrate courts in the three northern regions did not yield the desired results, since the usage of the courts was poor and not highly patronized. It is relevant to note that a lot of people patronize the lower courts and justice is won or lost at that level. Very few people appeal the decisions of the magistrate courts. There are even no Courts of appeal in the regions, thus appeals are expensive as well as virtually inaccessible to the general populace who cannot afford it.²⁴

Additionally, a large group of mediators / neutrals were trained in ADR, but systems were not put in place to support them. It can therefore be concluded that there is still a lot to be done with regard access to justice, particularly at the district level. It must be noted however, that the commercial courts have been quite popular at the regional level and brought about some economic transformational changes.

6.2.5 Increased ability of the parliament for policy dialogue

Parliament is expected to play a key oversight role in the implementation of the GPRS and thereby engage in policy dialogue. This criterion is to examine the extent to which parliament's engagement in policy dialogue has improved.

Policy dialogue has not been a strong point of parliament. There have been instances where the Speakers Breakfast forum has served as a platform to dialogue on key policy issues. But this has not been as a result of Danida support to parliament. In fact, interviews with the project team point to the fact that policy dialogue under Danida support will be devoted to the 2008 work programme. This clearly shows the premium parliament places on issues of policy dialogue or rather underestimates its role in the dialogue because it has never been a part of the process anyway. This does not necessarily mean a failure of Danida intervention, but one would have expected parliament to have been prompted on this oversight of including policy dialogue right in the beginning of their work programme. With the on-coming elections in 2008 and there is the likelihood that most MPs would be away campaigning, one wonders when parliament will be in a position to

²³ Joint Review of Support to Independent Governance Institutions, July 2007

²⁴ It would be interesting to find out if the low patronage of magistrate courts in northern parts of Ghana due to low awareness of human rights, inability to recognize human rights abuses and therefore inability to enforce justice and human rights adherence through the lower courts? If such is the situation then there is the need for government and civil society to step human rights education in northern part of Ghana.

host policy dialogues. But on the other hand, that would depend on the issues to raised in the dialogue.

6.2.6 Conclusions

Danida support to the governance institutions has led to some visible improvements to human rights, transparency and accountability. As one institution put it, “government accountability towards them has improved slightly but policy dialogue is non existent”. Additionally, the laissez faire attitude adopted by Danida towards some of the institutions has worked for some and for others it hasn’t. For institutions such as CHRAJ and the Judiciary who were very clear about their needs and what needed to be done, implementation of the projects went ahead but not without problems. It would be useful for CHARJ and the Judiciary to carry out a joint research into the possible lack of human rights awareness in the three Northern Regions. This would link up both projects and provide a common platform for which the two projects can work. It would also serve as a basis for Danida to link up its governance programmes, since Danida is exploring ways of doing so.

Parliament on other hand was bogged down with bureaucratic processes and legalities which in many ways affected the implementation of the support. Additionally, the nature of the Parliamentary work – in terms of the Parliamentary Calendar – where key decision makers are often away or have traveled does not allow for continuous implementation of activities.

Table 7: Summary of DAC-criteria assessment regarding Danida support to promoting Human Rights, transparency and accountability through key governance institutions

Criterion	Assessment
Relevance	The GGHR programme is very relevant to Ghana’s needs. There is no doubt whatsoever that support to the sector came at a time when it was needed, particularly filling a funding gap which GoG could not provide.
Effectiveness	The desired results are not being seen currently. Progress is noted in some sectors but there is room for improvement.
Efficiency	There is a clear problem of efficiency in the implementation of some activities in the GGHR sector, not on the part of Danida but on the part of GoG, particularly the Judiciary, Parliament and the Decentralisation process.
Impact	Government accountability to the Governance Institutions may have improved to some extent, probably because the general public now demands it. What one cannot tell is, if it is as a result of Danida support. CHRAJ however notes that more people are now familiar with the Commission’s activities, have gained more visibility with an increase in case loads. No scientific survey has been carried out to ascertain this fact, as to whether it is as a result of more visibility or an increase in the reporting of human rights violations.
Sustainability	Sustainability in the governance sector is tricky. In institutions where the project is implemented through the organisations own structures, there is the likelihood of sustainability. But where a separate PIU is set up, and activities are not mainstreamed into the institutions’ main activities sustainability is questionable, particularly in cases where projects revolve around individuals. The continued availability of resources once that person is of the project nothing happens.
Cross-cutting Issues	The only components of the Danida support to GGHRP which seems to have integrated cross-cutting issues is the support to civil society through the CSGF and support to G-RAP and RAVI. Under this component various CSOs and CBOs covered issues of gender, HIV/AIDS and the environment. But generally it can be surmised that cross-cutting issues have not featured strongly in Danida programming.
Coherence, Co-ordination, Complementarity	Over the last two years, donor co-ordination was said to have improved. A review of minutes of donor co-ordination meetings suggests that considerable relevant information is exchanged. However, issues such as harmonised procedures and other meas-

Criterion	Assessment
	ures to reduce transaction costs were not yet agreed upon. The level of coherence, coordination and complementarity would not fully meet the criteria to classify it as a Sector Programme.
Issues of Procedures, Administration and Management	<p>As noted earlier, the initial administration of the HR&D programme was cumbersome due to the fragmented nature of the activities. Though attempts were made to resolve this through the GGHRP, there were still challenges of administration. The May 2007 review observed that the GGHRP had to deal with a rather heterogeneous set of modalities of planning, budgeting, reporting and accounting.</p> <p>Overall, funding support to CSOs and CBOs managed through G-RAP and Ibis was a good move. Danida may however have to take a closer look at the management and administration of support to the IGIs.</p>
Global Assessment	<p>The most challenging aspects of Danida support under the GGHR programme has been support to the independent governance institutions (IGIs). The quality of the co-operation between the Embassy and the various institutions varies but they have been time consuming and have made little progress. Danida had programmed the support to be demand driven by the recipients but rather was more supply driven because it is what the institutions have been familiar with. Though Parliament is very positive about Danida's support and relevance – the provision of office space to committees and the development of the Strategic Plan - Danida on the other hand, views support to Parliament as rather difficult. The Parliamentary Service which doubles up as the project management team was unable to prepare a workplan between 2004 – 2005, and currently is just beginning to implement some of the planned activities on the work programme.</p> <p>Danida's support to the Commission on Human Rights and Administrative Justice (CHRAJ) is said to be one of the most satisfactory, and CHRAJ shares the same view too, Danida has been the lead donor to CHARJ since 1993. Danida provided technical assistance to CHRAJ by way of the Danish Ombudsman, who has had long co-operation with CHRAJ. The main challenge with CHRAJ however had been the high turn over of trained and professional staff due to low salaries and the non-professional staff who stay behind tend to be resistant to change and reform.</p> <p>Like parliament, support to the judiciary has also proved challenging with an over stretched project management team. Support is still in its initial phase with the expansion of the magistrate reform programme; the alternative dispute resolution and capacity development of the judicial service.</p> <p>Support to civil society under the GGHR programme to community based civil society organisations, mainly through Ibis, has proved quite satisfactory. The capacity building of NGOs by Ibis has been one of the star features of the support. Through the Ibis support CBOs are mobilising and sensitizing communities. The only challenge here is to what extent these activities will be sustained after external support ends.</p>

6.3 Question 4: To what extent has Danida support enhanced progress towards the implementation of a comprehensive action plan for decentralization including fiscal reform?

According to the APRM review report of 2005 on Ghana, several stakeholders in Ghana generally agree that decentralisation is not working as it should. It was made clear that real power (be it administrative, financial or political) should be delegated and extended from the Centre to the decentralised structures at the regional, metropolitan, municipal and district levels. This would make for more accountable participatory transparent socio-economic development at the critical grassroots levels. Ghanaians according to the African Peer Review Mechanism (APRM) assessment want all local government officials i.e. District Chief Executives (DCEs) and all assembly members to be elected by Universal Adult suffrage. Even though Article 242 and 243 of the 1992 Constitution provides for the appointment of DCEs and a 1/3rd of the District Assembly members, in practice, the disadvantages of appointing Chief executives by the President instead of the citizens, outweighs the advantages. This practice of executive appointment, and not free and fair elections of

DCEs by registered voters, does not augur well for the promotion of civil society participation and enforcement of accountability at the local government level.

Additionally, the 2006 Growth and Poverty Strategy notably states, that a number of implementation difficulties have emerged since the introduction of the District Assembly concept as the core of the decentralisation policy of 1998. The main constraints identified under decentralisation process include absence of a shared conceptual and political understanding across government and civil society regarding the overall pace and direction of decentralisation and general inconsistency between the legal framework for decentralisation and the local government reform initiative.

Danida support to decentralisation was intended to achieve the following:

- Improving the capacity of the MoLGRDE with regard to policy analysis, human resource development, planning and monitoring of the decentralisation reform process;
- Support to NALAG to improve capacity to carry out research and advocacy regarding the decentralisation process;
- Support to the RPCUs to strengthen the human resource capacity of the regional administrations to improve their functions as local governments.

Additionally the support was intended to assist the District assemblies stimulate the district economies and improve the accessibility of poverty reduction funds particularly for women and to bring about accountability and transparency through strengthening of the audit mechanisms of the DAs

We try to capture progress towards the implementation of a comprehensive action plan for decentralization including fiscal reform with the following criteria, that are dealt with in the following sections:

- A. Improved capacity of the MoLGRDE with regard to 1. policy analysis; 2. human resource development; 3. planning and monitoring
- B. Improved NALAG capacity to carry out research and advocacy regarding the decentralisation process
- C. Improved performance of the regional administrations
- D. Enhanced capacity of DAs to fulfil their functions as local governments
- E. Quality of stimulation of the local economy through district promotion and poverty reduction funds particularly for women
- F. Increased accountability and transparency of the DAs

Fiscal reform has however proved a challenge for the Government of Ghana. Attempts to undertake fiscal reform began in 1998 when, with the help of donors, the MTEF was launched and took effect in 1999 -2001 (in the framework of the Public Financial Management Reform Programme – PUFMARP, in which Danida was also involved). The MTEF, based on a planning exercise requires MDAs to prepare rolling three year plans as the basis for their performance budget submissions. It seeks to require ministries and other public bodies to justify their claims on the public purse in terms of their ability to implement agreed policy objectives. Unfortunately, it has been noted that in practice these fine principles are not working apply. The MTEF process seems to be suffering from a credibility problem with regard to the MDAs. Aggregate ceilings are not realistic, linkages between resource allocations and policies are insufficiently exploited and probably superficial and the release of funds unpredictable. A critical setback has been the inadequate capacities within some MDAs to undertake the required effective strategic planning in addition to

weaknesses within the MoF itself to monitor expenditures and ensure that monies are spent as intended.²⁵ So therefore GoG and for that matter MoLGRDE is making headway in all aspects of decentralisation fiscal decentralisation is lagging behind. It has also been suggested that there is a lack of political will to decentralise fiscally which is seen more as donor driven and requiring much tighter fiscal discipline.

6.3.1 Improved capacity of the MoLGRDE with regard to 1. policy analysis; 2. human resource development; 3. planning and monitoring

The MoLGRDE has been over the years the national oversight body and lead actor for decentralization in Ghana. The ministry is expected to formulate national sector policy, undertake programming and budgeting, standard setting and monitoring, sector evaluation and implementation of national projects. However it has long been widely recognized that the ministry on its own cannot push through decentralization reforms in areas that require the active participation of sector ministries and other key actors. Various institutional arrangements for co-ordination of decentralization were therefore put in place to ensure wider reform co-ordination over the years. The MoLGRDE issues guidelines in accordance with the Local Government Act, Act 462 and the District Assemblies' Common Fund, Act 455 on the utilization and allocation of the Fund by DAs.

In 2003 the National Decentralisation Action Plan (NDAP) was designed mainly covering three key institutions – the Decentralisation Secretariat (DS); the Presidential Advisory Committee on Decentralisation (PAC) and the Inter-Sectoral Working Group on Decentralisation (ISWG)

While some progress has been made under the NDAP on operational issues such as formulation of common development funding and capacity building arrangements, it is evident that issues of a more policy nature have not been facilitated much by these arrangements. It is partially in recognition of these issues the MoLGRDE recently embarked on a major review of decentralization policy in Ghana, undertaking several dialogues to get the policy right. According to the Ministry a draft policy was re-submitted recently to cabinet after a whole year's attempt at getting the design right.

The implementation of the NDAP is supported by Denmark, EU and AFD. It is said that two out of four areas in the NDAP are progressing; 1) the development of a framework for a District Development Fund (DDF) and 2) the development of a performance based grant system, including harmonised capacity building for District Assemblies. It is envisaged that the two instruments are linked, so that good performance releases more discretionary funds from the DDF. Performance assessments are also linked with capacity building to fill performance gaps.

The design of the NDAP was as a result of Danida's lesson learnt through DSDA I & II. Danida realized that in order for support to the districts to be effective and pragmatic central Government and the MoLGRDE must be part of the process.

The Ministry confirms that the provision of TA to the Ministry has helped build a corps of professionals within the Ministry over the years, that carries out planning and monitoring visits to all regions and districts. Through Danida support, the M&E directorate has been strengthened in addition to those of the regional offices. Staff of the Ministry, regional offices and District Assemblies do benefit short courses, study tours, which they've acknowledged is very useful.

²⁵ Killick Tony and Charles Abugre (2001): Poverty-reducing Institutional Change and PRSP Processes: The Ghana Case.

6.3.2 Improved NALAG capacity to carry out research and advocacy regarding the decentralisation process

NALAG is currently the only legitimate political representative of all MMDAs. The mandate of NALAG is to represent the interests of the 138 MMDAs, through representation, research and advocacy. The organization is said to have operated with some successes particularly in relation to selective capacity building of MMDAs and dissemination of news and issues pertaining to MMDAs but constrained by several fundamental issues.²⁶ Some of these include the dominance of the political leadership of the organization by central government appointees and the inability of the organization to undertake any key decisions relating to decentralization reform. Furthermore, the capacity and financial resources of NALAG is limited.

Danida support provided to NALAG made it possible for NALAG to embark on a number of new activities. First a survey of 25 DAs was carried out by means of questionnaire, including all 17 districts in Upper West and Volta and one district from each of the remaining eight regions. The survey focused on DA members and sub-committees, revenue levels and other resources available. The data collected was intended to contribute to the research and advocacy role of NALAG. Seminars for 'Regional Platforms' were conducted and served as a useful vehicle for increasing the dialogue between NALAG and its members and have in particular been used for collection and exchange of viewpoints prior to the NALAG congress.

As far back as 2001 the report highlighted the limited advocacy role played by NALAG, the overall institutional set-up as well as the technical capacity of the organisation. Due to the traditionally strong links between central government and NALAG and the fact that its Executive Council is largely dominated by Government appointed DCEs, the association is still regarded with some measure of indifference, and even suspicion, by elected DA members. This fact was actually confirmed in the field by some of the DAs. As one DCD put it: "NALAG, a useful organisation, we receive their research reports which serve as some sort of mouth piece for the DAs, though not achieving much".

By 2005, NALAG had made some advances in terms of the development of its strategic plan but even then, NALAG was still weak in terms of capacity and resource allocation. Despite these negatives NALAG has been cited as a key advocate for increasing women participation in the DAs as well as advocating for an increase in the DACF from 5% to 7.5%.

6.3.3 Improved performance of the regional administrations

At the regional level, the capacity of the Regional Co-ordinating Councils (RCCs) was built, which enabled them to play their roles in co-ordinating and monitoring district more effectively. As part of the process, they took on board the regional monitoring and co-ordinating of the DSDA II Programme in the regions that had been covered by the programme.

One of the key problems identified under DSDA during the formulation was "low human resource capacity". Against this background, and in view of the multi-disciplinary and dynamic nature of DSDA II, the need for an innovative way of dealing with the problem was paramount. To respond effectively to the problem of low human capacity, advantage was taken of the existing DPCUs and RPCUs and the human resource that lay underutilised at the Decentralised Departments, thus evolving the idea of the Expanded DPCUs and RPCUs. The "Expanded Unit" concept sought to maintain the legal and administrative

²⁶ Draft Ghana Decentralisation Policy Review, January 2007

identity of the DPCUs and RPCUs while at the same time allowing for expanded membership within these Units so as to enhance their service delivery capacity through effective mobilisation and utilisation of existing scarce logistics and human resources.

Under DSDA II most of the District Assemblies in the two regions, maintained a Core Technical Team of the Expanded DPCUs, made up of the District Planning, Budget and Finance Officers as well as heads of Decentralised Department such as Education, Agriculture, Health, Town and Country Planning and Community Development with the District Co-ordinating Director as head. At the regional level, the approach was more flexible and drew lessons from the Expanded DPCU operationalisation process.

Interaction between the RPCUs and the districts became routine thus improving performance in district operations as the districts received regular RPCU advice. The interaction between regional heads of departments and the district counterparts also improved tremendously; and improved supervision, support and co-ordination of district development activities.

6.3.4 Enhanced capacity of DAs to fulfill their functions as local governments

According to the 2004 review of the DSDA II key achievements of the DA's through the work of the DPCUs led to the following:

- An institutionalisation of the District Management Meetings;
- Increased engagement of the District Administration and relevant Decentralised Departments in overall district development issues;
- Cost-effective skills transfer to sub-districts via the District Capacity Building Teams;
- Information gathering, processing, storage, dissemination, and
- Use, by the DPCU, of improved planning and decision-making within and between the DAs and their Decentralised Departments.

With these in place, the DAs were said to have managed better the execution of technical assignment such as preparation of action plans. Officials of the RPCU and DPCU affirm that most of these activities and processes have come to an end since the project ended. Most districts have not been able to update their database developed under DSDA II. District documentation centres have been dismantled.

6.3.5 Quality of stimulation of the local economy through district promotion and poverty reduction funds particularly for women

The District Economic Fund (Sub-district Development Fund) was suggested, as a means to support economic development at the district and sub district levels. An amount of DKK 14.87m (USD 2.125m) was earmarked over three years, to support activities in this component. This was designed to promote economic development, improve incomes and alleviate poverty, while strengthening the institutional and human capacity of the districts and economic stakeholders to manage these resources in an efficient and accountable manner.

According to observations from district officials involved in DSDA II, the quality of stimulation of the local economy depended on the extent to which an area council functioned. In districts where area councils functioned effectively and are still functioning, and where microfinance activities have been implemented in consultation with the community, there has been some appreciable reduction in poverty levels. In many cases however, those in the forefront of the projects abrogated the project to themselves once supervision from the assembly was absent.

Regional and DA officials also admit that they have not been able to translate the capacity building into interventions for the poor. If implementation had progressed as planned services would have been closer to the people and poverty alleviated to some extent. As it is, disruptions to the work of the RCCs and DPCUs do not permit them to measure impact of intervention on the poor.

6.3.6 Increased accountability and transparency of the DAs

Under DSDA support periodic supervision and training was undertaken to ensure the accounting system functioned efficiently and effectively. Regular visits were undertaken by the RCS and the RPCU to monitor financial transactions. Once a year, the CS visited districts and sub-districts DS to review financial operations and records. All districts were also assessed on performance in transaction recording and reporting once a year. With regard to audits full audits of DSDA II funds were conducted annually by the Audit Service at the regional, district and sub-regional levels. External audits were performed once every 1.5 years. An internal audit department was recently established this year but is manned by only one staff member. Most of the DAs visited in the two regions confirmed that their internal audit departments were new, with directives from GoG to employ staff for these units and pay them. However many of the DAs said they were not in a position to do so. According to DAs the Auditor General's reports on the districts has generally been satisfactory.

With regard to transparency of the DAs, most of the DCD, said Assembly Members, were always made briefed on the annual action plan of the district and also notified each time the district received allocations from the DACF or any other facility. They noted that it was not possible to by pass the assembly because the Presiding Member was always copied directly on allocations to the district.

6.3.7 Conclusions

Previous evaluations have already noted that support to decentralisation, participation and empowerment is successful from all aspects and potentially a most interesting area for support. The intervention by Danida resulted in bringing the sub-structures closer to the District Assemblies thus giving the DAs new ways of working with the communities

All persons involved in decentralisation – government of Ghana, development partners, consultants and civil service staff attest to the fact that decentralisation systems in the Upper East and Volta Region have been strengthened as a result of Danida support. However, Danida programming in decentralisation is thought to be the cutting edge of development support. In other words, Danida takes on issues that are brand new before they are operationalised. The down side is that the accompanying implementation process / funding and investment was lacking under DSDA. For example, Danida went ahead in the early stages to deepen decentralisation beyond the districts by:

- taking on governments intention to decentralise beyond the districts,
- carried out disbursements beyond the DACF,
- taking on head long the whole revenue base of decentralisation in the 2 regions it supported.

These three elements have still not been decentralised by the Government of Ghana. However, Danida's experience from DSDA I & II fed into the design of the DDF as mentioned earlier. On the whole, Danida has shown consistency in staying with a sector for the long haul and thus taking the lead in the sector. Danida was the one donor that supported decentralisation through the MoLGRDE and other existing structures. Additionally the

RCCs and RPCUs in the Upper West and Volta Region have turned out to be more strategic in their implementation of decentralisation than other regions in the country. .

It is recognised by practitioners in the sector that Danida very early on moved from a project based approach into programme approach and in partnership with CIDA rolled the Economic Development Fund at the district level into the nucleus of the National Decentralisation Action Plan (NDAP), a move which however some interviewees observe is a move from one extreme to another.

A major legacy of Danida's support to the decentralization sector is the level of capacity that has been built from the national to the sub-district levels. It is accepted by all – GoG, TAs, consultants and DPs – that Danida's support to the sector is highly regarded. The capacity that has been developed over the years can be used at any point in time granted that institutional memory is retained. Having been the lead donor in the sector for years, and as the move towards harmonized funding and alignment increases, it is however likely Danida's visibility in the sector will be lost.

Table 8: Summary of DAC-criteria assessment regarding Danida support for enhancing progress towards the implementation of a comprehensive action plan for decentralization including fiscal reform

Criterion	Assessment
Relevance	Danida support to the sector has been very relevant. For DSDA, it has helped translate a concept into a tangible activity. At the regional level the project was crafted such that all support came through the DAs and Sub-Area Councils but utilised the RPCUs human resource to implement the project. Danida's support to decentralisation under the GGHRP focused on building capacity at the national level - the MoLGRDE through support to the NDAP and the Decentralisation Secretariat. Thus giving decentralisation a new focus making it very relevant to the needs of the government.
Effectiveness	Support to the decentralisation reform resulted in an effective donor co-ordination and backing. Policy dialogue on decentralisation was vibrant and DPs in the sector sought to align their programmes to the National Decentralisation Action Plan. However, political will to go beyond establishment and inauguration of relevant bodies such as the Presidential Advisory Committee, the Local Government Council, and the Inter-sectoral Working group has not been that strong. These key bodies have very little resource to operate thus constraining their abilities to live up to their mandates. The reluctance or slowness in kicking off some key reforms such as fiscal decentralisation remains a key challenge in Ghana. The problem of lack of capacity at all levels still pervades. Key actors such as the Decentralisation Secretariat, Regional Planning and co-ordination units, district and sub District Assemblies still lack key personnel. At the District level, recent staff movements within the civil service of Ghana exacerbate the situation.
Efficiency	Under DSDA the RPCUs agree that Danida's process of implementation was good - had it extended support to the area councils for an additional year or two, it would have concretised and sustained the intervention. With regard to the GGHRP however, efficiency was more a function of the Ministry's ability to undertake the needed policy actions. As can be noted from the GGHRP annual review of 2005, progress is not made in areas where the Ministry has to take action. So for example, where the ministry is to put in place the policy and institutional structures progress is delayed, because this cannot be done without approval from cabinet or the Ministry of Finance. However mundane aspects of the programme such as the establishment of the DDF, capacity building and human resources, and local governance partnership are easily implementable because these are decisions the Ministry can easily implement without approval from Central Government. As the donor review of decentralisation noted, issues of a policy nature have not facilitated much by the arrangements put in place.
Impact	The level of decentralisation from the RPCUs to the DAs in the two regions as compared to others is more advanced. DSDA I & II led to some changes such as better book keeping, improved communication between DAs and area councils

Criterion	Assessment
	The ability of the Ministry to design and put together a document such as the NDAP and the passage of the Local Government Service Act, suggests that the capacity of the Ministry to develop and conceptualise solutions to the decentralisation process is improving. In fact, the Ministry, in 2003, came to the realisation that it had to take the lead in coming out with a programme to support the implementation of the decentralisation process.
Sustainability	<p>The only sore point of DSDA I & II is the inability of the DAs to support the area councils in terms of resources and staff retention. Government directive to DAs to maintain and support staff at the sub-district level without the provision of the necessary resources succeeded in undoing the positive achievements of the project. Once staff were not assured of a secure tenure of office they left.</p> <p>A key challenge however has been the inability to transform or incorporate the project into the main decentralised system, but the NDAP and the DDF can be described as means of integrating DSDA into the mainstream decentralisation process. Since Danida is planning a third phase of the GGHR support it is hoped that by the end of that phase, the Ministry would be in a position to sustain the process. Though it must be noted that the DS is lagging behind on the implementation of its mandate and staffing.</p>
Cross-cutting Issues	<p>The Danish strategy for gender equality stresses the importance of equal rights and access for women to economic resources and political decision making. The GGHRP states that it would address gender issues from a rights and access based perspective. Mainly through an M&E framework within the MDBS framework, through institutional support provided to women MPs. These are all lost in the scheme of things. No specific implementation strategy was integrated into the components to achieve these. Additionally HIV/AIDS was to have been integrated through training provided to teachers under the CHRAJ component.</p> <p>However some of the micro-finance projects under DSDA II specifically supported women and men's activities. Especially in areas where support went to the building of market sheds, provision of corn mills. etc.; But this was more by default than as a planned strategy in itself. At the national level, no specific gender strategy is in place at the Decentralisation Secretariat neither are there interventions in the area of environment and HIV/AIDS. A lone voice notes however that NALAG has done a lot in terms of advocacy for increasing women's participation in the DAs.</p>
Coherence, Co-ordination, Complementarity	Donor co-ordination and backing for the Decentralisation Secretariat has been encouraging. The policy dialogue has been vibrant and key partners have sought to align ongoing and upcoming programmes to the National Decentralisation Action Plan. Resource commitments, however, remain a great challenge. The tendency to focus on individual development partner's project specific objectives and approaches is a critical constraining factor
Issues of Procedures, Administration and Management	DSDA was cumbersome because it dealt directly with the RPCUs and DAs. However, the genesis of the Decentralisation Secretariat was born out of Danida's plan to support a new phase at the national level. Following interest in the Danida framework and the increasing budgetary support from other DPs the secretariat was set up. A TA was also located in the in the secretariat providing project management functions. This in a way removes the management of the programme from the RDE. The secretariat is however under the leadership of the Chief Director and therefore linked to the administration of the MoLGRDE.
Global Assessment	Danida support to the sector has made much progress in areas that it matters. Areas such as capacity building and the setting up of structures at the district level have worked. Danida support to DSDA I & II, then moving on to the national level to support the Ministry through the NDAP can be seen as a bottom up approach which must be commended. There is however still a lot to be done. Particularly in the implementation of the national policy framework which is lagging behind and is out of the control of Danida and for that matter other DPs in the sector.

6.4 Question 5: To what extent has Danish assistance contributed to the development of organisational and institutional capacity in the good governance and human rights sector and sustained improved performance of these in Ghana?

6.4.1 Consideration, by Danida, of capacity building issues in sectoral policy dialogue

DSDA II was a 5-year capacity building programme. The formulation of the programme was carried out by JSA Consultants Ltd, a firm based in Ghana. The process involved extensive consultative sessions at the national, regional, district and sub-district levels. In addition and uniquely enough the representatives of the Ministry of Local Government and Rural Development (MLGRD), National Association of Local Authorities in Ghana (NALAG) and the District Assemblies (DAs) partnered with the consultants in executing the formulation assignment. At the district level, civil service staff, assembly members, sub-district staff and civil society representatives were involved in the consultation process to obtain a range of views. The dialogue with these stakeholders in the programme formulation at the district level greatly enriched the design which lasted a period of about six months. The draft document was validated by the stakeholders at both the national and regional level sessions.

Danida provided direct and practical support to strengthen administration and management at the district level, to build capacity for sustainable development.

Using the GPRS as a basis for supporting capacity building in the GGHRP, Danida gave room within the various components for capacity building and technical assistance. As an official at the ministry puts it "Capacity building initiatives have been very useful particularly in the design of the FOAT". The secretariat worked as a team with the TA, and all ministry staff benefit from the various training programmes offered by Danida and other donors to the secretariat. Capacity building is therefore not limited to the secretariat alone. Additionally all directors within the ministry have been supplied with equipments to help with their work. Due to low levels of funding from government all forms of technical assistance is welcomed. Many of the institutions supported under the GGHRP confirmed this fact.

The donor governance group also confirm continuous dialogue on capacity building both at the national, regional and district levels since all donors have components for capacity building built into their support GoG. According to DPs "significant funding for capacity building and TA is available" and it is up to the Government to take up these offers.

6.4.2 Relative (strategic) importance given to capacity building measures in individual programmes and sectors

Danida support has always emphasised capacity development support. A comprehensive capacity building programme was built into all programmes and projects. Projects documents made this quite clear from the beginning. The DSDA II programme was designed to support the main stakeholders in the local government sector at national, regional, district and sub-district levels who were designated as Participating Agencies (PAs). The five-year (1999-2004) DKK 50.2m (USD 7.2m) collaboration between the Government of Ghana and Denmark, supported the capacity building efforts among 17 District Assemblies and their 160 sub-districts in the Volta and Upper West Regions as the main PAs.

Danida and GTZ supported capacity building more at the field level than at the central level but Danida has a technical advisor on decentralisation within the MoLGRDE. There is significant funding for capacity building and technical assistance, but GoG is slow to take up these CB initiatives and DPs have kept a hands-off policy since then. There are mechanisms for capacity building support to the DACF, Audit Service and the District De-

velopment Fund. Development Partners are open to a range of things – the provision of equipment, mentoring, IT, budget for travel or personal development.

From the assessment capacity building under DSDA I & II seems to have been sustained at the regional level. Both the Upper East and Volta Regions still utilise the training manuals for training new staff. Danida provided direct and practical support to strengthen administration and management at the district level, to build capacity for sustainable development. However, staff movements to other locales and regions have considerably reduced locally available capacity in a way.

Other components under the GGHRP such as support to the IGIs and CBOs had capacity building built in, and many of these institutions confirmed the usefulness of capacity building initiatives. Parliament for example, describes Danida's support to staff training and capacity building as remarkable since 1993 when it was a stand alone project. Staffs were able to undertake both short and long term courses – masters' programme in public administration, and other minor courses in project management, financial reporting and research.

6.4.3 Satisfaction of trainees of all kinds with the capacity building measures

Several trainees spoken to agree that Danida support for capacity building has been useful in setting up structures and systems that were developed under DSDA I & II support and also under the GGHRP support to decentralisation sector. At the national level, the Decentralisation Secretariat confirms that the CB initiatives were useful, these comprised of selected study tours, short courses and international seminars which benefited both staff of the secretariat as well as the ministry. Also, staff of the RPCUs and District Assemblies admit that training provided under Danida support was beneficial and useful. They note that Danida support came at a time when capacity building as concept was just being introduced. However, some note that over the period of support capacity building initiatives became so projectised resulting in training fatigue for some districts. This led to very limited improvements in some District Assemblies.

With regard to the IGIs however, training was sector specific such as for CHRAJ where training was given by the Danish Ombudsman. Staff from all regional and district offices of CHRAJ were trained and for which the Acting Commissioner confirms has led to an improvement of staff performance in all aspects of CHRAJ's work.

Parliamentary staff equally benefited from several form of training and capacity building initiatives with some undertaking long term courses such as MBAs.

Discussions with most beneficiaries of these capacity building initiatives and training programmes confirm the usefulness of the programme. Close to 90% of those interviewed confirmed satisfaction with the training programme though some observers were of the view some level of training fatigue was beginning to set in.

Supervisors of staff admit that some visible changes were seen in staff output particularly for budget officers who received training in financial management and reporting or a certificate in business management from GIMPA, Computer skills of administrative staff were also cited as improved and even the behaviour of front line staff. As one MCE put it "we didn't even know frontline staff had to be trained on how answer telephone calls and receive visitors. These are skills we took for granted" Some staff also confirmed they applied what they learnt. However if the evidence from the database is anything to go by then skills have not been actually been internalised.

6.4.4 Relevance of capacity building measures to in-country needs

Under DSDA II, training for the District Planning Co-ordinating Units (DPCUs) was generic and not sector specific. Some training covered report writing, database management. Though there were immediate improvements in these areas, when the project was being implemented. At the sub-district level, staff were trained in book keeping, financial management and report writing. This gave them the basics to run the area councils.

In the case of the Electoral Commission and CHRAJ capacity building measures were very relevant. Support to the EC comprised funding for training 280 District Electoral Officers and other staff in selected regional and district electoral offices for the 2004 Presidential and Parliamentary elections and the 2006 District Assembly elections. The Judicial Service support proved to be a challenge in the sense that though the training was relevant to the needs of the judiciary its application became a problem. So for example, the training component on ADR and ICTs was very useful for the magistrates but usage of the skills was poor because there were no systems in place to support the newly acquired skills of the magistrates. This lesson has been factored into a new project design and serves as a lesson learnt for both Danida and the PIU of the Judiciary.

Danida has variously supported a cross-section of CSOs and NGOs who actively advocated for and created platforms for raising issues of human rights and democracy. Key among some of these institutions include the Institute of Economic Affairs operates in the area of policy advocacy, policy dialogue and pre-legislative debate and scrutiny. IEA has received the bulk of its donor support from Danida, totalling more than USD 1,000,000 for three major programmes – Improving Policy Dialogue (1995-1997); the Parliamentary Support Programme (1997-1998); and Building Local Capacity for Political Analysis Dialogue (1999-2000).²⁷

Donor funds have also supported debates, workshops and roundtables, and injected significant civil society input, into legislation on Land Policy; Parliamentary Empowerment; Health Insurance; the Freedom of Information Bill; the Whistleblower Bill; the Criminal Libel Law (Amendment) Act (2001); the establishment of the Serious Fraud Office (1998); Insolvency; the Social Security and National Insurance Trust (SSNIT); the Trust Bill; and the Courts (Amendment) Bill abolishing the Community and Circuit Tribunals, passed by Parliament in March 2002.

A Danida aide-mémoire of May 2007 notes that while the support funds may enable CSOs to express demands and carry out lobby campaigns, the results of such activities depend largely on the approach adopted by the Government and the Parliament in relation to civil society. The aide-mémoire noted that G-RAP has supported the organisation of RAO conventions as a platform for dialogue between research and advocacy organisations and state representatives. However, these initiatives are not enough to support the development of a more responsive attitude by the state.

Additionally, the Governance Issues Forum (GIFs) implemented by IDEG through Danida support is another key example of the creation of fora for participation in decision making. The forum serves as a platform for CSOs to actively input into budgets at the national and district level. The GIFs fora have been instrumental in government's decision in the Youth Unemployment Programme.

IEA hosted the first "shadow" Consultative Group meeting, which immediately preceded the CG meeting held in Accra in April 2002, and provided a platform for civil society input into the economic governance process, as well as debates on the need for state funding of

²⁷ MAP Consult Ltd 2002, Good Governance in Ghana: Lessons Learnt From Donor Support to Governance in Ghana, 1992 - 2002

political parties, and on the establishment of a fund for the promotion of multi-party democracy.

6.4.5 Level of retention of staff trained

Staff attrition is very high. In the case of CHRAJ, a lot of staff depart after they have been trained due to poor salaries and conditions of service. The same situation holds for the District Assemblies, where the inability to sustain payments to staff of area councils resulted in a high turn over of staff at that level. Additionally, staff at the District Assemblies also often left without proper handing over notes and no documentation of activities carried out whatsoever. This resulted in loss of information and institutional memory. However, at the national level, institutional memory is not lost and is being channelled into other programmes such as the District Development Fund (DDF) and the District Wide Assistance Project (DWAP) supported by GTZ and CIDA respectively.

For many of the institutions visited, particularly the DAs, only one out three staff is likely to be at post a year after training. The exception to the rule was parliament where quite a number of staff are still at post. And as noted earlier in the document the current Clerk to Parliament was a beneficiary of Danida support to undertake a mastered programme in Public Administration.

6.4.6 Progress in administrative and institutional reforms that aim at improved service delivery for the clients

Both Parliament and CHRAJ, through Danida support, have been able to develop strategic plans. CHRAJ for example has translated the plan further into workplans, which has proved useful as a tool in developing their activities. On the other hand, some observers are of the opinion that the transition from Danish organised support to direct funding to institutions such as parliament creates a missing link for which some institutions do not (yet) have the required capacity to manage the inflow of funds.

Danida support has been beneficial in supporting structures and systems. For example, under DSDA, JSA consultants based at the MoLGRDE, but provided technical assistance to the DAs developed a database and software to collect information on population, availability of basic facilities, etc. According to the consultants, the utilisation of the software resulted in increased revenue collection in Districts that the database was installed.

As part of the process of institutional reform at the decentralised level, revenue collection was ceded to the Sub-Districts²⁸ to raise internally generated funds (IGF). This however did not result in the intended objectives as some Districts could not raise appreciable sums due to the levels of economic activity in the Districts and communities.

6.4.7 Improved quality of service delivery

As to whether Danida support has resulted in improved quality of service is difficult to measure. However, there are reports that there has been some level of improved service delivery. For example, training provided the RPCUs resulted in increased level of support to the DAs by way of monitoring and the development of District Development Plans.

²⁸ In some districts this did not happen because some RPCUs have cited LI 1589 as not being clear on what items to cede to area councils for revenue collection. So districts retained activities and items that generated the “big monies”, or revenue and left items that were unprofitable to the area councils.

CHRAJ equally admits there has been improved service delivery although there has been no scientific survey to prove it. It is clear, however, that more and more people are aware of CHRAJs work through the increasing number of complaints it is receiving.

6.4.8 Conclusions

Without adequate organisational and institutional capacity in good governance and human rights implementing institutions will not be able to achieve the intended objectives. The Institute of Democratic Governance (IDEG) confirms that capacity building is important for CSOs and CBOs to engage government. It has only been in the last five years that CSOs have been able to engage with government. According to IDEG it is important to have the knowledge skills and capacity to engage but many CSOs do not.

Support for policy would be clearer and better with development priorities better articulated if capacities of all institutions in the GGHR sector were better developed. There is the need to develop a critical mass over a period of time, but some solid foundation still ought to be laid for a period of 5 – 10 years. It must be noted however, that G-RAP was a response by the MDDBS group to resolve the funding constraints experienced by CSOs and Think Tanks to enable them engage government in public policy particularly the implementation of the GPRS. It has been observed that the outputs and activities of the Research and Advocacy Organisations funded under G-RAP have been extremely relevant to the public policy process in Ghana. Mainly in their participation in national policy making and direct contributions to public sector reforms through representation on public bodies and the provision of policy inputs.²⁹

Table 9: Summary of DAC-criteria assessment regarding Danida's contribution to the development of organisational and institutional capacity in the good governance and human rights sector and sustained improved performance of these in Ghana

Criterion	Assessment
Relevance	Danida support to capacity building in the GGHR was very relevant. It formed the basis for the implementation of some key activities such as the management of some of the PIUs, the disbursement of the Economic Development Fund, etc. Without the needed capacity building some of the projects would have made no progress.
Effectiveness	The GGHR annual review of 2005 noted there was a risk that the support, which has been provided to the six magistrate courts by the pilot project, will not have the intended impact unless further support, including training and funding for ADR at increased recurrent costs, is provided to promote the utilisation of the courts. Magistrate courts tend to be more effective in southern Ghana than in northern Ghana where other traditional mediation efforts are engaged to settle disputes.
Efficiency	The GGHRP has also grappled with a fair share of delays in implementation. This cuts across all components. Some delays have been on both sides – Danida and implementing institutions. For example support to parliament took a long time to take off after the 2004 elections, additionally the semi-automation of the 6 magistrate courts in the selected locales did not prove to be a prudent decision mainly because the case loads in those courts not high and even with the expansion the case loads have not increased.
Impact	Capacity is required in project and financial management as well as in programming content for some of the institutions. G-RAP therefore provided funding to RAOs to build their organisational capacity as well as the development of HR systems ³⁰ . The

²⁹ Ahadzie, William (2007) : Review of RAO Programming and Key Policy Processes in Ghana 2005 - 2006

³⁰ Workplans submitted by a good number of the RAOs considered the improvement of conditions and incentives for its staff, including training as one of the first priorities G-RAP Annual Progress Report 2005

Criterion	Assessment
	<p>impact of capacity building and institutional development of CSOs and CBOs has been tremendous, particularly CBOs supported under by Ibis under the GGHR programme.</p> <p>According to IEA Danida support has helped strengthened their institutional structure. They have moved from manual accounting to computerised systems. They also upgraded staffing levels and provided regular training to all staff. Funding provided to IDEG initially through the RDE and then G-RAP helped build the capacity of the Governance Issues Forum (GIF) to advocate on key policy issues such as the Youth Employment Programme.</p>
Sustainability	Capacity building in the sector is sustainable to the extent where funding will be available. Interviews with most of the partners revealed that capacity building initiatives have been adopted and will become part of the organisational set up. This is confirmed by IDEG that the GIF has been struggling to stay up following the withdrawal of the Danida support
Cross-cutting Issues	Cross-cutting issues have not necessarily been integrated into capacity building efforts. There are pockets of interventions and changes to institutional capacity. For example there is evidence, though un-expected, that through G-RAP think tanks such as CEPA and ASDR began taking up issues of gender. But this was after the alarm had been raised by CIDA that the G-RAP procedure for funding RAOs was gender blind.
Coherence, Co-ordination, Complementarity	There is no donor co-ordination or harmonisation in the area of capacity building. DPs provide a mix of support including TA, study tours, equipment, short and long term training. The DDF however has a component for joint donor capacity building efforts. This is yet to be implemented.
Issues of Procedures, Administration and Management	Danida has in most cases provided funding for capacity building initiatives and left the beneficiary institutions to determine form of capacity building and training needs. There have been a few instances where institutions such as CHRAJ had to work alongside the Danish Ombudsman and also NALAG who undertook study visits to the NALAD.
Global Assessment	Danida's support to capacity building and institutional building in general has been lauded as one of its strong points. The fact that institutions were given the freedom to determine their own capacity building needs was seen as very positive

6.5 Question 6: How appropriate were the aid modalities / support and funding methods used by Danish assistance in the good governance and human rights sector?

This question refers to the heading 4 question of the TOR which requires a description of the aid modalities of Danish assistance, an identification of how they affected the economic, political, social and human and institutional development, and any differences that can be observed from their use on organisational capacity development and the sustainability of this development.

The TOR ask for researching the perception of these modalities among representatives of the Ghanaian Government, civil society and development partners. Conclusions might help in addressing the issue of which modality may be the most appropriate one in a given situation.

6.5.1 Level of achievement of objectives and induced sustainable impacts by aid modality

Most of the Danida support to the GGHR sector has been provided by using a projectized approach, except for the MDDBS. The sector as it is, lends itself to a projectized approach, especially if individual institutions that are independent from government are to be supported, funds cannot be channelled through government systems.

A 2005 evaluation of the GGHRP notes that promoting good governance and human rights is a long term effort that is politically sensitive and complex particularly when it addresses key policy processes of controlling and managing resources, and involves organisations in the executive, the judiciary and other independent constitutional bodies as well as civil society.

According to the review, the Programme was designed with a number of front-runner or pilot phases, during which formulation of strategy plans were supposed to take place, e.g. with respect to Parliament, Judiciary and Decentralisation. Most of these strategic plans were drafted and revised along the line. So with Parliament an initial strategic plan was drafted in 2000 with second draft prepared in 2005 and launched in 2006. CHRAJ also acknowledges the development of an initial plan in 1999 and a second in 2003.

Overall, the objectives under the GGHRP 2004 - 2008 have been achieved partially because the institutions have been slow to implement the activities within the planned time-frame mainly because most of them were slow to start. Additionally, expected outcomes such as the institutional and policy framework under the NDAP have not seen any progress. Parliament has also not moved on some key indicators such as the policy dialogue and the construction of committee rooms for MPs.

6.5.2 Assessment, by Ghanaian government, civil society and other partners, of modalities applied by Danish assistance to the GGHR sector

As one donor put it, “more donors are found in the governance sector and more specifically decentralisation because this is where results can be immediately seen and funding exhausted but shy away from complicated governance processes”, such as the SFO where funds are required for restructuring, but yet no donor is supporting that institution. For example, the APRM process, though a promising approach, is not supported by most DPs. Sometimes donors support one-off activities which do not really add up to much in the governance sector where long term support is required. .

Most donors interviewed are of the view that the MDBS type support does not really work for the sector and does not really support structures outside of the state. As one CSO puts it, “donors don’t want to engage CSOs anymore – it’s all about MDBS” (donor / government relations), Moreover, CSOs are not considered by the MDBS mechanism though some donors are currently supporting CSOs through G- RAP and RAVI. In fact, some CSOs are of the view that the support provided through G-RAP is woefully inadequate.

Overall, the picture is mixed. The IGLs are more positive with regard to Danida’s aid modality, probably due to the fact that the IGLs set up PIUs to manage the support. The same holds for the MoLGRDE. CSOs, on the other hand, see Danida’s support to the RAOs as being inflexible and short term. As one CSO describes it, “Danida is not interested in building long term relationships and their support tends to be too rigid”. Central Government however frowns on Danida mode of support to the sectors i.e. providing direct funding to sectors without informing the MoFEP. Though Central Government admits Danish aid modality is still better than other donors, it is of the view however that Danish support is almost always tied to TAs and consultants.

6.5.3 Appropriateness of combination of modalities to national policy and institutional context

The use of projectised approach for IGLs is the only mechanism through which support could be made available. Danida ensured that the programming framework in all cases reflected national policy and within the institutional context.

The use of a third party approach for CSOs and CBOs as found in the case of G-RAP and Ibis has been found to be practical. For example, not only did Ibis provide funding but it also doubled up as a training institution providing instruction in the area of organisational development and aspects of project management.

This is the first time such a modality is being adopted by partners to support CSOs and CBOs. Apart from direct funding to CSOs and CBOs which they obtained in the past, it is not apparent if any other mode of support could have worked. Reports and the Evaluation's research confirm that earlier attempts at direct funding support to CBOs and CSOs proved a managerial and logistical nightmare. Even Ibis admits the number of CSOs involved in the process makes monitoring difficult. The RAOs also admit that fund devoted to their needs outside of the MDBS mechanism was necessary since RAOs and CSOs felt the MDBS mechanism was cutting them off from mainstream donor support. RAOs are however not pleased about the paucity of the funds and the short term support provided under G-RAP. It does not in many cases assist in achieving long term goals. As one CSO describes it "its more of a stop gap measure"

Maintaining a balance between interventions to support policy formulation and improving policy implementation is a challenge. Supporting interventions for policy formulation is not difficult; all Danida's efforts in that area have proved successful, however it is the ability to take it up one next level into policy formulation where the challenge lies and this is out of the control of most donors. This is very clear from the experience with Decentralisation. But two RAOs do confirm that with the needed support and funding they are able to influence policy formulation and implementation. IDEG mentions the 2005 and 2006 policy dialogue with DAs and the MoFEP which led to the Youth Employment Programme cited in the 2007 budget. IEA also cites the Ghana National Trust Bill and the Right to Information Bill which were all supported by Danida. Interestingly, IEA makes a revealing observation that core funding through the G-RAP modality is woefully inadequate compared to earlier projected funding received from Danida.

With regard to the ministry and the Decentralisation Secretariat the modality is also projected. Donors are yet to decide on a larger basket funding to the Ministry. Nevertheless, the structure seems to suit the DS because it has access to direct funding to carry out mainstream activities under the supervision of the Chief Director, but at the same cannot be held responsible when issues in the nature of policy are not implemented or adhered to

A critical analysis of support to the GGHR sector over the years shows that Danida has moved from pilot projects, TA, Capacity Building, to policy dialogue. This therefore gives Danida an idea of what modality works and what doesn't. In the context of the IGIs, projected support has been the norm. Though the intention of Danida was to improve policy dialogue between government and the IGIs and between the IGIs themselves this did not seem to be the case. Mainly because some of the IGIs such as Parliament did not have the capacity to engage or were slow to do so.

As for the MDBS, it must be considered as a tool that had its role to play and has generated a considerable number of effects and also induced a number of processes. It has brought donors closer together. In the absence of a fully operational sector budget support (SBS), the MDBS has been a remarkable process useful in numerous ways. The classical way, however, would have been to start at the sectoral level with SBS before financing GBS. But it seems as if none of the sectors had been ready at the time of the inception of the MDBS for a fully fledged SBS. So overall, the MDBS has seems to have furthered moves towards greater governance and accountability, but, as ODI states, "probably of marginal influence".

6.5.4 Quality of changes in organisational capacity

The IEA confirms that Danida support has strengthened their institution. For example the administrative system was computerised – moving from manual accounting to a computerised system. Staffing levels were upgraded and training programmes developed for all levels. Similarly, support to CSOs under G-RAP went mainly to institutional building and the strengthening of management systems within these organisations.

6.5.5 Conclusions

It can be generally concluded that the funding and aid modalities adopted by Danida in the sector were appropriate given the limited options available. Core funding to CSOs and CBOs could have been increased and provided on a more long term basis than the yearly or half yearly support some CSOs were receiving.

Table 10: Summary of DAC-criteria assessment regarding the appropriateness of aid modalities / support and funding methods used by Danish assistance in the good governance and human rights sector

Criterion	Assessment
Relevance	The very nature of the GG&HR sector does not make it an easy sector to support. The concept of Good Governance at the time was new and therefore, the funding options adopted by Danida can be said to be most suitable at the time, particularly for the IGIs and CSOs and thus relevant to the needs of the sector.
Effectiveness, impact and sustainability	<p>Due to the nature of the activities, duration of support and the grants provided, results have been greater at the outcome level than at the impact level. Immediate objectives of the programmes have been achieved but the eventual objective of changing attitudes of participants will vary and depend on a whole lot of other factors beyond the project support. There are, however, examples of general impact in cases where the training of prospective female candidates resulted in the increase of women elected to the District Assemblies.</p> <p>Some unexpected impacts under G-RAP were the move by established CSOs such as CEPA, ASDR to begin working on issues of gender.</p> <p>The effectiveness of the GGHRP does not depend on Danida support alone but also on other external factors such as GoG's resource provision to the sector and the extent to which institutions such as CHRAJ, the Judiciary and Parliament are autonomous. Overall, Danida support has been mostly effective.</p> <p>According to a 2000 Danida review of the HR&D programme sustainability is likely to be a problem related to the support to some NGOs dealing with human rights. The report noted that much effort may be wasted on unsustainable micro-projects based on organisations fully dependent on the donor. This fact was confirmed in the field by some CBOs who state categorically that any withdrawal of Danida funding would be the end of the project too.</p> <p>However, it seems activities of CSOs and CBOs supported under G-RAP and by Ibis are sustainable in terms of the rights based approaches and the strategy of establishing local advocacy institutions. Lack of funding is what may derail the process but some CSOs and CBOs are able to garner funding support from other donors. It is evident however that most of the CBOs working at the community level will still require a lot of training.</p> <p>However, for Danida support to produce sustainable impacts, the sector would require long term support for periods of five to ten year duration.</p>
Efficiency	Apart from CHRAJ and EC, implementation of activities by the remaining IGIs, namely Parliament and the Judiciary, has been slow. Parliament in particular, took considerable time to develop its strategic plan and now that it is in place, it is not clear if the plan has been translated into any meaningful workplan.
Cross-cutting Issues	Cross cutting issues have not been appropriately integrated into the GGHRP, especially not into the support to the IGIs. Component 4 which looks at support to CSOs and CBOs has, to a some extent, integrated cross-cutting issues such as gender,

Criterion	Assessment
	HIV/AIDs and the environment depending on the focus of the NGO.
Coherence, Co-ordination, Complementarity	Coherence and co-ordination in the sector is still a long way from being achieved. Apart from the decentralised sector which seems to see some level of co-ordination through the NDAP, the differing roles and responsibilities of the IGIs make it difficult for DPs to harmonise procedures. Initial attempts were made by the National Governance Programme and the UNDP to co-ordinate the governance sector but this was not successful as IGIs felt that the NGP, if closely linked to the President's office, was not the appropriate set-up to manage and co-ordinate their activities. This is where Danida rightly took the decision to work with IGIs independently.
Issues of Procedures, Administration and Management	The 2005 GGHR annual review ³¹ confirms that the design has implied a big work load. The review suggested a need to focus support and engagement on fewer organisations and streamline where feasible the management structure. Funding support to CSOs and CBOs managed through G-RAP and Ibis was a good move. Danida may therefore have to take a closer look at the management and administration of support to the IGIs.
Global Assessment	The sector does not lend itself to a SWAp approach. A SWAp would have been feasible if the proposed co-ordination role of the NGP programme had worked. Support to the sector is likely to continue on individual institutional basis, unless Danida and donors decide on a G-RAP type of management style to support the IGIs. Additionally, the sector does not encourage donors to continue support into the future. There are hints by some donors of moving out that sector totally or singling out some critical institutions for support.

6.6 Question 7: To what extent were cross-cutting issues and priority themes duly considered in Danish assistance to the good governance and human rights sector?

6.6.1 General level

6.6.1.1 Increased support of crosscutting issues by Danish assistance to GGHR towards poverty reduction

Support to cross-cutting issues under the GGHR has not been very strong. Actually it is weakness of the programme. According to a 2004 review of DSDA II "The gender dimension of the programme was not specifically detailed in the design, however, gender equity considerations formed a substantial part of the start-up activities" There isn't much evidence of increased support of cross-cutting issues as a result of Danida support to GG&HR.

Attention to environmental issues was particularly missing but interestingly CHRAJ was involved in a number of environmental petitions related to the mining sector.

6.6.1.2 Increased Danida assistance for gender, environment and HIV/AIDs sub-components of programmes and projects as they relate to policies, plans, goals, objectives, activities, intended results and monitoring

Though attempts have been made by Danida to integrate cross-cutting issues into programme design this has not been clear in all project sectors and implementation in the Governance sector. As the May 2007 review notes, gender issues have not necessarily been mainstreamed into project activities as planned.

It is apparent that in designing any form of support, Danida has considered issues of gender, environment and HIV/AIDs in all sub-components of programmes and projects, for

³¹ Danida, GGHRP Annual Review, May 2005

example the Danida strategy for gender equality, focuses on gender rights and access for women to economic resources and political decision making to facilitate the overall objective of equality. Danida therefore sees rights and access as very relevant for promoting good governance in Ghana. Each of the GGHRP sub-components were designed to promote gender equality from a rights and access based perspective. For example, the MDDBS component was expected to facilitate gender specific monitoring of the GPRS to ensure equal targeting of men and women in service delivery. The sub-components on Access of Justice to the Poor and the component Support to Civil Society Organisations each specifically target poor women and promote women's rights in the three northern regions.

With regard to HIV/AIDs, the GG&HR sector does not specifically support persons suffering from HIV/AIDs, but regards such groups of persons as potential victims of social exclusion and abuses of human rights. This is covered under support to the Judiciary. The strategy here therefore was to ensure that any support to human rights NGOs will indirectly address the rights of PLWHAs.

But as noted above, all these are not very explicit in implementation. There are, however, scattered pockets of evidence from support to promotion of gender rights and political access for women in Northern Ghana, which resulted in increased representation of women in running for office at the local level as well as the participation of women in decision making.

6.6.1.3 Conclusions

Cross-cutting issues have not been sufficiently integrated into the GGHRP. It was not a strong point in Danida support to the sector. Future programmes would have to ensure that specific strategies on gender, HIV/AIDs and gender are factored into the programming framework.

6.6.2 Gender as a cross-cutting issue

6.6.2.1 Increased gender mainstreaming into programme support and project activities

There is ample evidence of gender mainstreaming in programme support and project activities in the GGHR sector. For example there is proof that the Civil Society and Governance Fund helped to empower many men and women, particularly women regarding the laws related to human rights. It also helped in the improvement of women's participation in local government elections. The programme has succeeded in reaching out to people who under normal circumstances would not have been considered in any government dissemination programmes due to their remoteness from such opportunities. Through the fund, women and men in rural areas are gradually understanding rights related matters.

No gender strategy was specifically drawn up for the sector, but elements were rather mainstreamed into project activities and implementation mainly by default. Some of the IGIs by the very nature of their activities covered issues of equity and equality. CHRAJ worked on issues related to abuse and violation of girls and women. NALAG under decentralisation advocated for increased participation of women at the district level. These activities were not as a result of an existing strategy.

Support to CBOs and CSOs, however, saw some level of attention to cross-cutting issues. Ibis integrated gender training into its capacity building programmes for the CBOs receiving funding under the CSGF.

According to the 2006 G-RAP annual report, G-RAP did not show any specific recognition of gender issues. However, following CIDA's call for attention to the omission an assess-

ment, was carried out in addition to an increase in the number of gender based RAOs supported.

At the community level where Ibis provided support, CBOs such as GIGDEV, enrolled marginalised young women to whom skills were provided. Weekly HIV/AIDs training was given to young girls in particular and communities in general. Additionally, the Gender Support Network of the Tolon-Kumbungu District involved more men than women on the network. It was a network of different groups in the District working in the area of women's empowerment, participation, micro-credit and gender based violence.

DSDA II developed a framework for gender mainstreaming. Under this framework a number of issues were addressed for the programme to attain the goal of empowering and mainstreaming gender equity considerations. At the practical needs level for women, resources earmarked for women's economic activities addressed improving family incomes as well as enhancing the strategic capacity for decision-making through improved gender disaggregated information gathering and management, budget allocations and planning.

6.6.2.2 Increased targeting of women, children and vulnerable groups as direct or indirect targets (beneficiaries) of Danida programmes and project

There has been growing increase in the amount of money for gender mainstreaming and extent of support targeting women and children and also vulnerable groups since 1995. This can clearly be seen under the current support of gender and women's projects through Ibis, where women's and groups of the vulnerable including the physically challenged are continually targeted. For example, the Girls Growth and Development organisation (GIGDEV) works with about 21 deprived rural communities in the Tamale metropolis. GIGDEV is empowering women and children in particular to demand their rights from duty bearers such as government officials, assembly members, spouses and fathers. Other actions include equipping community members to track specific policies such as the implementation of the Government Capitation Grant and to make school authorities account to the community on funds utilised under the programme.

Other CBOs such as the Enterprising Women in Development (EWID) have trained 50 community members made up of 36 women and 14 men to be agents of change in helping to educate community members on civic rights and responsibilities.

Overall, these local CBOs especially work on the promotion of women's civic and basic rights. In the first phase of the programme in 2005, 62 out of the total of 78 organisations were funded. The rest of the 16 could only be funded in the second half of 2005 and 42 of the 62 funded projects in the first phase were selected for continued support under the programme in the second phase. This brought the total number of CBOs supported under the second phase to 68 but 78 for both first and second phases. The regional compositions include: Northern Region – 26; Upper West Region – 8; Upper East Region – 4; Brong Ahafo Region – 11; Central Region – 11; Volta Region – 18. Basically there has been increased targeting of women, children and the vulnerable groups where focus is currently placed on the following critical issues:

- Promoting children's rights to education especially the girl child,
- communities right to health care especially childhood diseases and reproductive health targeting women and girls,
- employment rights of women,
- promoting responsible parenthood to guarantee children's rights to basic social services and proper upbringing,

- Sensitization programmes to challenge socio-cultural practices that deprive certain sections of society especially women, children and the disabled of a decent living,
- Promoting the rights of the physically challenged.

The DAWA Academy based in Tamale and supported by Ibis, observes that as a result of their advocacy work on girls education in Muslim communities, some of the schools in the community has registered an increase in the enrolment of girls surpassing the enrolment of boys. The Gender Development Network which has a membership of three women and 11 men, is also in partnership with Domestic Violence Support Unit (DOVSU) to sensitise and build a coalition with traditional leaders, opinion leaders on domestic violence. According to the Network, there has been an appreciable reduction (about 60%) in the levels of domestic violence but more work needs to be done. The network also works in the area of child rights which has also resulted in a reduction of child abuse. The network also supports the women's caucus of the assembly by providing training to the women on assertiveness and leadership, procedures of the assembly, and their roles as assembly members.

6.6.2.3 Increased level of women's participation in decision-making on Danish supported GGHR programmes and projects as well as in grassroots community levels

Available documents make it impossible to provide detailed figures and numbers about participation in decision-making, but all documents reflecting women's participation in decision-making on Danida supported programmes and projects indicate high women's participation at the grassroots levels whilst at the management levels the level of participation remains low. This seems to be due generally to socio-economic and cultural positions of women in Ghana which continues to make their participation in leadership still very low. Due to socio-cultural attitudes and practices, very few women are appointed to Public Boards and steering committees. A few legislations such as the Revenue Agencies Governing Board Act of 1998 sought to remedy the above anomaly by providing for membership of the Board to include at least two women. This positive action that was visible in other legislation; however, some complaints made regarding the legislative drafting has caused this form of positive action by legislation to cease.

Under individually supported projects undertaken by NGOs there is evidence of high women's participation at the grassroots levels whilst their participation is low at the management level, unless it is an intervention which targets only women. For instance, Ibis, in 2002, also collaborated with NGOs, CBOs and MOWAC to advocate and support women participation in local government elections. This led to unprecedented increase of women elected into local government structures.

Through Danida support to various NGOs and CSOs evidence abounds that there has been an appreciable increase in the level of women's participation in decision making particularly at the District level. For example Danida's 16 month support to ABANTU was used for advocacy, capacity building for aspirants of the 2006 District Assembly elections and voter education. This resulted in an increase in the number of elected women to the District Assemblies. The women were also taken through the assembly process and roles expected of them.

6.6.2.4 Improved levels of the socio-economic status of women, men, children and the vulnerable due to Danish assistance

The Economic Development Fund introduced at the Sub-Area Council level under DSDA, in some cases led to improved socio-economic status of the communities. For example,

both women and men were able to access the funds to undertake specific economic activities such as shea butter processing, development of market infrastructure³², corn mills, cassava graters, gari processing, canoes for crossing rivers (in the case of the Volta region). Some of these micro-finance activities are still ongoing but many have generated conflicts because some area-council officers and the DAs are no longer monitoring activities at the Sub-District level, persons have in a way “hijacked” the projects and turned them into personal property.

Many of the projects did not develop any existing baseline data to measure impact of support on the socio-economic status of women, men and children. Additionally, support to DSDA was the only project under the Danida support which actually allocated funds directly to the communities. All other programmes did not have this in-built mechanism for supporting the socio-economic status of the community.

6.6.2.5 Conclusions

Gender as a cross-cutting issue has not been fully integrated into Danida support to GG&HR. It is clear from the ground, however, that CBOs and CSOS have been more effective in integrating cross-cutting issues such as gender and HIV/AIDs into their activities than the IGLs.

Table 11: Summary of DAC-criteria assessment regarding the consideration of gender as a cross-cutting issue in Danida support to good governance

Criterion	Assessment
Relevance	The integration of gender as a cross-cutting issue is very relevant to any GGHR programme, because it is the basis of an individuals human rights. Though stated as a general Danida policy, it somehow got lost in the scheme of things.
Effectiveness	Though gender as a cross-cutting issue is very relevant to the governance sector, and alluded to in programme design, issues of gender were not very well integrated into the execution of programme
Efficiency	The GGHRP has not been efficient in integrating gender into the programming framework. Gender has mainly been integrated at the District and community levels, giving the impression that those are the only levels at which it matters. The national level institutions such as the IGLs and the MoLGRDE did not sufficiently integrate gender into their programme of work which is basically as a result of the design of the programme.
Impact	There are scattered impacts with regard to gender in specific projects related mainly to civil society activities. The decentralisation support also saw some the integration of gender into activities at the area council level through the Economic Development Fund. The CBOs supported by Ibis undertook a look for advocacy in gender and human rights.
Sustainability	Though there were instances of scattered support to women, most of them were short term and therefore not sustainable. For example there was a 16 month support to ABANTU to carry out advocacy programmes for the 2006 District Assembly elections. This support did not go beyond the elections to build the capacity of women in the Assemblies. There is need for a follow through in interventions such as these.
Global Assessment	The lack of a Gender Strategy resulted in a scattered integration of gender issues in the GGHRP

6.6.3 Environment as a cross-cutting issue

Though the environment is relevant and a critical area of focus, the GGHR sector does not easily lend itself to the integration of environmental issues. Programming design did not

³² Where market locations were not identified in consultation with the women, the markets were not utilised and abandoned in the bush

specifically take into cognisance the environment as a cross-cutting issue. However, Denmark contributed actively, and supported the follow up to the SEA recommendations through the water sector programme. The Ghana Strategic Environmental Assessment (SEA) is often referred to as one of the most successful SEA processes related to a PRSP. Environmental assessment will have to be considered in subsequent designs in view of the proposed District Development Fund (DDF). The DDF is a planned mechanism to provide direct funding to Districts who, in turn, may utilise the money for building schools, KVIPs and markets and other structures that may require environmental assessments etc. Additionally, communities will have to be supported and assisted to manage their environments.

Overall, the GGHRP has not been effective in integrating environment into the sector.

6.6.4 Good governance as a cross-cutting issue

6.6.4.1 Consideration of good governance issues when designing the interventions

By supporting the MDBS process, Danida is by extension ensuring that good governance issues are an integral part of programme design. This is because MDBS cuts across all sectors, particularly focusing on a number of critical accountability issues in relation to Public Financial Management (PFM), including procurement. The roles and mandates of GPRS implementation agencies involved in MDBS includes the Ministry of Finance and Economic Planning, Ministry of Local Government and Rural Development and the Controller General and Accountant General Departments. Though support to MDBS may lead to improvements in the general governance at public sector institutions, it is likely results will not come quickly and sustained policy dialogue will be required. Moreover, issues of governance and human rights were constantly on the agenda of the annual High Level Consultations between GoG and the Danish Government, thus further sensitising GoG in that regard.

However, a critical analysis of all the programmes under the GGHRP, show that capacity building initiatives have been built into the programme support. CHRAJ, Parliament and the Electoral Commission in particular observe that capacity building in procurement, financial management and reporting, has strengthened their project units in particular and the institutions in general. As noted, the Electoral Commission received support for the 2000 elections and following from that, Danida provided technical assistance to the EC in the form of a financial advisor, procurement advisor, and a media advisor. This resulted in the EC significantly improving on the transparency of its budgets and accounts for elections, procurement and procedures for voter registration.

Similarly, under the Ibis support to CBOs within the GGHR programme there is clear evidence of the programme providing useful and essential capacity building for its partners, which has been acclaimed to be very successful by most CBOs interacted with. Many of the CBOs attest to the fact that the skills training programme have helped many of the CBOs to better run their organisations. Specific areas that pertain to governance include financial management and reporting, advocacy, monitoring and evaluation.

It should further be emphasised that Danida participation in governance processes such as Country Procurement Assessment Report (CPAR), Poverty and Social Impact Assessment (PSIA) and Strategic Environmental Assessment (SEA) provided value added to its programmes, e.g. in the water and sanitation sector where SEA was successfully introduced. Increased governance mainstreaming into programme support and project activities

Denmark's development policies emphasise good governance, human rights and democratisation as integral elements to achieve the overall shared objective of poverty reduction. Danida's Good Governance and Human Rights Programme (GGHRP) 2004 – 2008 comprises four major components. The fourth component focuses on good governance and human rights. The intermediate objective of the component is, "enhanced capacity and effort of civil society for participation, monitoring and advocacy of good governance and human rights". This sub-component was translated into the Civil Society Governance Fund (CSGF), with the objective of "strengthening capacity and effort of community-based CSOs for monitoring of and advocacy for good governance and human rights". The main outputs focus on strengthening the accountability mechanisms of governance and human rights issues on local level, as well as on participation and advocacy and awareness-raising.

6.6.4.2 Conclusions

Table 12: Summary of relevance and effectiveness of consideration of governance issues in GGHR programmes and projects

Criterion	Assessment
Relevance	The strategic objective of the GPRS is to improve governance in general, support the decentralisation process, the consolidation of democracy, and the fight against corruption and promote access to justice for the poor. Since the GGHRP has been supporting the sector since 1990 the consideration of governance issues is therefore very relevant.
Effectiveness	Support to the GGHR sector has been long and circuitous. Danida has at each point tried to integrate lessons learnt at each point to inform design of new programmes. To this end, it could be concluded that support to governance as a cross-cutting issue has been somewhat effective.

6.6.5 Human rights and democracy as cross-cutting issues

6.6.5.1 Consideration of issues of promoting human rights and democracy issues when designing the interventions, especially regarding promotion of (local) participation in decision-making, i.e. through civil society

Support to the IGIs stresses human rights as a key theme with a focus on access to justice and human rights and the protection of basic rights and combating corruption. Support to CHRAJ specifically focussed on outreach activities in terms of public education on human rights with a specific focus on teacher training colleges. This involved the development of a manual for Training of Trainers (ToT) for teachers of social studies in schools.

Danida has variously supported a cross-section of CSOs and NGOs who actively advocated for and created platforms for raising issues of human rights and democracy. Key among some of these institutions include the Institute of Economic Affairs operates in the area of policy advocacy, policy dialogue and pre-legislative debate and scrutiny. IEA has received the bulk of its donor support from Danida, totalling more than USD 1,000,000 for three major programmes – Improving Policy Dialogue (1995-1997); the Parliamentary Support Programme (1997-1998); and Building Local Capacity for Political Analysis Dialogue (1999-2000).³³

Donor funds have also supported debates, workshops and roundtables, and injected significant civil society input, into legislation on Land Policy; Parliamentary Empowerment; Health Insurance; the Freedom of Information Bill; the Whistleblower Bill; the Criminal Libel

³³ MAP Consult Ltd 2002, Good Governance in Ghana: Lessons Learnt From Donor Support to Governance in Ghana, 1992 - 2002

Law (Amendment) Act (2001); the establishment of the Serious Fraud Office (1998); Insolvency; the Social Security and National Insurance Trust (SSNIT); the Trust Bill; and the Courts (Amendment) Bill abolishing the Community and Circuit Tribunals, passed by Parliament in March 2002.

A Danida aide-mémoire of May 2007 notes that while the support funds may enable CSOs to express demands and carry out lobby campaigns, the results of such activities depend largely on the approach adopted by the Government and the Parliament in relation to civil society. G-RAP supported the organisation of RAO conventions as a platform for dialogue between research and advocacy organisations and state representatives.

6.6.5.2 Increased mainstreaming of human rights and democracy issues into programme support and project activities

The activities of most organisations supported under the GGHRP show a rights-based approach and have in most cases changed the attitude of persons in the communities. There is evidence that Ibis support to CBOs has resulted in successful activities in the area of human rights. For example, interactions with community members in the Northern Region revealed that the community engagement platforms initiated by the CBOs have made it possible for communities to understand issues of basic human and civic rights as well as accountability issues. The objective of the platforms is to bring communities closer to the public institutions in order to bridge the gap between them and to create room for community members to demand and access basic services such as education, health, human and economic opportunities among others.

Some of the IGIs do admit that a platform for effective policy dialogue with government is yet to be fully established. They note that sometimes government may take certain actions to make them look good with development partners but not necessarily to ensure civil society input or participation in policy decisions

6.6.5.3 Conclusions

Consideration of human rights and democracy issues into programming is very relevant. It forms the basis of support to the sector. Most of the interventions at the national, regional and District level have centred around human rights and democracy.

A major part of bulk funding for human rights and democracy has gone to the IGIs instead of focusing on the CBOs and CSOs which work at the grass-roots level and who tend to be more effective in achieving results than the IGIs. In that sense support to GGHR could have been more effective.

6.6.6 HIV/AIDs as a priority theme

The only consideration given to HIV/AIDs as a cross-cutting issue in the governance sector was under the sub-component 3 – support to the judiciary as part of the governance institutions. This had more to do with the rights and stigmatization of PLWHAs.

Overall, HIV/AIDs as a cross-cutting issue is very relevant but has not been properly integrated into programming in GG&HR.

6.7 Summary assessment, related to the DAC criteria

This section summarises the key issues of the GGHR according to the DAC criteria.

Table 13: Summary assessment of Danida support to good governance, human rights and democracy related to DAC criteria (components 2 - 4)

Criterion	Assessment
Relevance	<p>Danida support to good governance, human rights and democracy is very relevant to Ghana's needs. There is no doubt whatsoever that support to the sector came at a time when it was needed, particularly filling a funding gap which GoG could not provide.</p> <p>For DSDA, it has helped translate a concept into a tangible activity. At the regional level the project was crafted such that all support came through the DAs and Sub-Area Councils but utilised the RPCUs human resource to implement the project. Danida's support to decentralisation under the GGHRP focused on building capacity at the national level - the MoLGRDE through support to the NDAP and the Decentralisation Secretariat. Thus giving decentralisation a new focus which making very relevant to the needs of the government.</p> <p>Danida support to capacity building in the GGHR was very relevant. It formed the basis for the implementation of some key activities such as the management of some of the PIUs, the disbursement of the Economic Development Fund etc. Without the needed capacity building some of the projects would have made no progress.</p> <p>The integration of gender as a cross-cutting issue is very relevant to any GGHR programme, because it is the basis of an individual's human rights. Though stated as a general Danida policy, it somehow got lost in the scheme of things.</p>
Effectiveness	<p>Not all the desired results are currently evident. Progress is noted in some sectors but there is room for improvement.</p> <p>Support to the decentralisation reform resulted in an effective donor co-ordination and backing. Policy dialogue on decentralisation was vibrant and DPs in the sector sought to align their programmes to the National Decentralisation Action Plan. However, the political will to go beyond establishment and inauguration of relevant bodies such as the Presidential Advisory Committee, the Local Government Council, and the Inter-sectoral Working group has not been that strong. These key bodies have few operational resources thus constraining their abilities to live up to their mandates. The reluctance or slowness in launching some key reforms such as fiscal decentralisation remains a key challenge in Ghana.</p> <p>The problem of lack of capacity at all levels is still pervasive. Key actors such as the Decentralisation Secretariat, Regional Planning and co-ordination units, and District and Sub-District Assemblies still lack key personnel. At the District level, recent staff movements within the Ghanaian civil service exacerbate the situation.</p> <p>The GGHR annual review of 2005 noted there was a risk that the support, which has been provided to the six magistrate courts by the pilot project, will not have the intended impact unless further support, including training and funding for ADR at increased recurrent costs, is provided to promote the utilisation of the courts. This worry is not limited to the Judiciary alone but runs through all the IGIs.</p> <p>Though gender as a cross-cutting issue is very relevant to the governance sector, and alluded to in programme design, issues of gender were not very well integrated into the execution of Danida support over the 16 years it has supported programming in Ghana.</p>
Efficiency	<p>There is a clear problem of efficiency in the implementation of some activities in the GGHR sector, not on the part of Danida but on the part of GoG, particularly the Judiciary, Parliament and with regard to the decentralisation process.</p> <p>Under DSDA, the RPCUs agree that Danida's process of implementation was good - had it extended support to the area councils for an additional year or two, it would have concretised and sustained the intervention. With regard to the GGHRP however, efficiency was more a function of the Ministry's ability to undertake the needed policy actions. As can be noted from the GGHRP annual review of 2005, progress is not made in areas where the Ministry has to take action. So for example, where the ministry is to put in place the policy and institutional structures progress is delayed, because this cannot be done without approval from cabinet or the Ministry of Finance. However mundane aspects of the programme such as the establishment of the DDF, capacity building and human resources, and local governance partnership are easily implementable because these are decisions the Ministry can easily implement without approval from Central Government. As the donor review review of decentralisation noted, issues of a policy nature have not been facilitated much by the arrangements put in place.</p> <p>The GGHRP has also grappled with a fair share of delays in implementation. This cuts</p>

Criterion	Assessment
	<p>across all components. Some delays have been on both sides – Danida and implementing institutions. For example support to parliament took a long time to take off after the 2004 elections, additionally the semi-automation of the 6 magistrate courts in the selected lo-cales did not prove to be a prudent decision mainly because the case loads in those courts not high and even with the expansion the case loads have not increased.</p> <p>Apart from CHRAJ and EC, implementation of activities by the remaining IGIs, namely Parliament and the Judiciary, has been slow. Parliament in particular, took considerable time to develop its strategic plan and now that it is in place, it is not clear if the plan has been translated into any meaningful workplan.</p> <p>The GGHRP has not been efficient in integrating gender into the programming framework. Gender has mainly been integrated at the District and community levels, giving the impression that those are the only levels at which it matters. The national level institutions such as the IGIs and the MoLGRDE did not sufficiently integrate gender into their programme of work which is basically as a result of the design of the programme.</p>
Impact	<p>It must be noted that CSOs in the country have become more vibrant in the past five years and have taken government on with regard to some critical governance issues. Support for these CSO activities have come from a number of development partners including Danida. Overall, government accountability to the Governance Institutions may have improved to some extent, probably because the general public now demands it. What one cannot tell whether it is as a result of Danida support. CHRAJ however notes that more people are now familiar with the Commission’s activities, and have gained more visibility with an increase in case loads. No scientific survey has been carried out to ascertain this fact, as to whether it is as a result of more visibility or an increase in the reporting of human rights violations.</p> <p>The level of decentralisation from the RPCUs to the DAs in the two regions as compared to others is more advanced. DSDA I & II led to some changes such as better book keeping, and improved communication between DAs and area councils.</p> <p>The ability of the Ministry to design and put together a document such as the NDAP and the passage of the Local Government Service Act, suggests the improving capacity of the Ministry to develop and conceptualise solutions to the decentralisation process. In fact, the Ministry in 2003, came to the realisation that it had to take the lead in coming out with a programme to support the implementation of the decentralisation process.</p> <p>Capacity is required in project and financial management as well as in programming content for some of the institutions. G-RAP therefore provided funding to RAOs to build their organisational capacity as well as the development of HR systems³⁴. The impact of capacity building and institutional development of CSOs and CBOs has been tremendous, particularly as regards CBOs supported benefiting from Ibis support within the GGHR programme.</p> <p>According to IEA, Danida support has helped strengthened their institutional structure. They have moved from manual accounting to computerised systems. They also upgraded staffing levels and provided regular training to all staff. Funding provided to IDEG initially through the RDE and later through G-RAP helped build the capacity of the Governance Issues Forum (GIF) to advocate on key policy issues such as the Youth Employment Programme.</p> <p>There is also scattered impacts with regard to gender in specific projects related mainly to civil society activities. The decentralisation support also saw some integration of gender into activities at the area council level through the Economic Development Fund. The CBOs supported by Ibis undertook advocacy activities in gender and human rights.</p>
Sustainability	<p>Sustainability in the governance sector is problematic. In institutions where the project is implemented through the organisations’ own structures, there is a likelihood of sustainability. But where a separate PIU is set up and activities are not mainstreamed into the institutions’ main activities sustainability is questionable, particularly in cases where projects revolve around individuals.</p> <p>The only sore point of DSDA I & II is the inability of the DAs to support the area councils in terms of resources and staff retention. Government directive to DAs to maintain and sup-</p>

³⁴ Workplans submitted by a good number of the RAOs considered the improvement of conditions and incentives for its staff, including training as one of the first priorities G-RAP Annual Progress Report 2005

Criterion	Assessment
	<p>port staff at the Sub-District level without the provision of the necessary resources succeeded in undoing the positive achievements of the project. Once staff were not assured of a secure tenure of office they left.</p> <p>A key challenge however has been the inability to transform or incorporate DSDA experience into the main decentralised system. Nevertheless, the NDAP and the DDF can be described as way of integrating DSDA into the mainstream decentralisation process. Since Danida is planning a second phase of the GGHR, there is hope that by the end of this phase, the Ministry will be in a position to sustain the process. Though it must be noted that the DS is lagging behind on the implementation of its mandate and staffing.</p> <p>Capacity building in the sector is sustainable to the extent where funding will be available. Interviews with most of the partners revealed that capacity building initiatives have been adopted and will become part of the organisational set up. This is confirmed by IDEG that the GIF has been struggling to stay up following the withdrawal of the Danida support.</p> <p>Though there were instances of scattered support to women, most of them were short term and therefore not sustainable. For example there was a 16 month support to ABANTU to carry out advocacy programmes for the 2006 District Assembly elections. This support did not go beyond the elections to build the capacity of women in the Assemblies.</p>
Cross-cutting issues	<p>The only component of the Danida support to GGHRP which seems to have integrated cross-cutting issues is the support to civil society through the CSGF and support to G-RAP and RAVI. Under this component various CSOs and CBOs covered issues of gender, HIV/AIDs and the environment. But generally it can be surmised that cross-cutting issues have not featured strongly in Danida programming.</p> <p>The Danish strategy for gender equality stresses the importance of equal rights and access for women to economic resources and political decision making. The GGHRP states that it would address gender issues from a rights and access based perspective. Mainly through an M&E framework within the MDBS framework, through institutional support provided to women MPs. These are all lost in the scheme of things. No specific implementation strategy was integrated into the components to achieve these. Additionally HIV/AIDs was to have been integrated through training provided to teachers under the CHRAJ component.</p> <p>However some of the micro-finance projects under DSDA II specifically supported women and men's activities. Especially in areas where support went to the building of market sheds, provision of corn mills, etc. But this was more by default than as a planned strategy in itself. At the national level, no specific gender strategy is in place at the Decentralisation Secretariat neither are there interventions in the area of environment and HIV/AIDs.</p> <p>There are pockets of interventions on gender. For example evidence exists, though unexpected, that through G-RAP think tanks such as CEPA and ASDR began taking up issues of gender. But this was after the alarm had been raised by CIDA that the G-RAP procedure for funding RAOs was gender blind.</p> <p>Overall, cross cutting issues have not been appropriately integrated into the GGHRP, especially not into the support to the IGIs. Component 4 which looks at support to CSOs and CBOs has, to a some extent, integrated cross-cutting issues such as gender, HIV/AIDs and the environment depending on the focus of the NGO.</p>
Coherence, co-ordination, complementarity	<p>Over the last two years, donor co-ordination was said to have improved. A review of minutes of donor co-ordination meetings suggests that considerable relevant information is exchanged. However, issues such as harmonised procedures and other measures to reduce transaction costs are being discussed among development partners which should result in some framework which will guide DPs in their engagement with GoG and other institutions. The level of coherence, co-ordination and complementarity would not fully meet the criteria to classify the GGHR programme as a kind of "Sector Programme", due to the nature of the sector.</p> <p>Donor co-ordination and backing for the Decentralisation Secretariat has been encouraging. The policy dialogue has been vibrant and key partners have sought to align ongoing and upcoming programmes to the National Decentralisation Action Plan. Resource commitments, however, remain a great challenge. The tendency to focus on individual development partner's project specific objectives and approaches is a critical constraining factor when it comes to harmonisation and co-ordination.</p> <p>Though there is currently no donor co-ordination or harmonisation in the area of capacity building there are plans underway by DPs to do so following the IGI review of July 2007.</p>

Criterion	Assessment
	<p>DPs will provide a mix of support including TA, study tours, equipment, short and long term training. The DDF however has a component for joint donor capacity building efforts. This is yet to be implemented.</p> <p>Coherence and co-ordination in the sector is still far off. Apart from the decentralised sector, the differing roles and responsibilities of the IGIs make it difficult for DPs to harmonise procedures.</p>
Issues of procedures, administration and management	<p>The initial administration of the HR&D programme was cumbersome due to the fragmented nature of the activities. Though attempts were made to resolve this through the GGHRP, there were still challenges of administration. The May 2007 review observed that the GGHRP dealt with various support modalities of planning, budgeting, reporting and accounting.</p> <p>DSDA was cumbersome because it dealt directly with the RPCUs and DAs. However, the genesis of the Decentralisation Secretariat was born out of Danida's plan to support a new phase at the national level. Following interest in the Danida framework and the increasing budgetary support from other DPs the secretariat was set up. A TA was also located in the secretariat providing project management functions. This in a way removes the management of the programme from the RDE. The secretariat is however under the leadership of the Chief Director and therefore linked to the administration of the Ministry.</p> <p>Danida has in most cases provided funding for capacity building initiatives and left the beneficiary institutions to determine form of capacity building and training needs. There have a few instances where institutions such as CHRAJ had to work alongside the Danish Ombudsman and also NALAG who undertook study visits to the NALAD.</p> <p>Funding support to CSOs and CBOs managed through G-RAP and Ibis was a good move. Danida may therefore have to take a closer look at the management and administration of support to the IGIs.</p>
Global assessment	<p>The most challenging aspects of Danida support under the GGHR programme has been support to the independent governance institutions (IGIs). The quality of the co-operation between the Embassy and the various institutions varies but it has been time consuming and has made little progress in terms of expected outcomes and even budget spent to date. This is very peculiar to Parliament. Danida had programmed the support to be demand-driven by the recipients but it ended up rather more supply-driven as that is what the institutions have been familiar with.</p> <p>Though Parliament is very positive about Danida's support and relevance – the provision of office space to committees and the development of the Strategic Plan - Danida on the other hand, views support to Parliament as rather difficult. The Parliamentary Service which doubles up as the project management team was unable to prepare a workplan between 2004 – 2005, and currently is just beginning to implement some of the planned activities in the workplan. Please make here your own opinion. In an overall assessment you have to put your opinion and not repeat what others said</p> <p>Danida's support to the Commission on Human Rights and Administrative Justice (CHRAJ) is very satisfactory; Danida has been the lead donor to CHARJ since 1993. Danida provided technical assistance to CHRAJ by way of the Danish Ombudsman, who has had long co-operation with CHRAJ. The main challenge with CHRAJ however has been the high turn over of trained and professional staff due to low salaries and the non-professional staff who stay behind tend to be resistant to change and reform.</p> <p>Like parliament, support to the judiciary has also proved challenging with an over stretched project management team. Support is still in its initial phase with the expansion of the magistrate reform programme; the alternative dispute resolution and capacity development of the judicial service.</p> <p>Support to civil society under the GGHR programme to community based civil society organisations, mainly through Ibis, has proved quite satisfactory. The capacity building of NGOs by Ibis has been one of the star features of the support. Through the Ibis support CBOs are mobilising and sensitizing communities. The only challenge here is to what extent these activities will be sustained after external support ends.</p> <p>Danida support to the sector has made much progress in areas where it matters. Areas such as capacity building and the setting up of structures at the District level have worked. Moving from there to national level to support the MoLGRDE, in turn through support to the National Decentralisation Action Plan (NDAP) and the Decentralisation Secretariat, can be seen as a bottom up approach which must be commended, giving decentralisation</p>

Criterion	Assessment
	<p>a new focus and making it very relevant to the needs of the government. There is however still a lot to be done. Particularly in the implementation of the national policy framework which is lagging behind and is out of the control of Danida and for that matter other DPs in the sector.</p> <p>Unfortunately, the lack of a Gender Strategy resulted in a scattered integration of gender issues in the GGHRP..</p> <p>Danida's support to capacity building and institutional building in general can be lauded as one of its strong points. The fact that institutions were given the freedom to determine their own capacity building needs is very positive.</p> <p>The sector does not lend itself to a SWAp approach. A SWAp would have been feasible if the proposed co-ordination role of the NGP programme had worked. Support to the sector is likely to continue on individual institutional basis, unless Danida and donors decide on a G-RAP type of management style to support the IGIs.</p> <p>Additionally, the sector does not encourage donors much to continue support into the future. There are hints by some donors of moving out that sector totally or singling out some critical institutions for support.</p>

6.8 Conclusions and recommendations

As the May 2007 review notes, the GGHRP is a complex one dealing with various support modalities, planning, budgeting, reporting and accounting mechanisms. Impact has been tremendous while support lasted, sustainability has been an issue though – mainly at two levels: The sustainability of the institutions and the sustainability of the activities. Most interventions have discontinued due to lack of funds or lack of commitment particularly on the part of GoG (DSDA I & II). Additionally some CSOs / CBOs have in various ways attempted to continue activities with funding from other sources. Lessons learnt from DSDA I & II have fed into the NDAP and DDF design. A more critical observation is the fact the techniques for developing strategies and related project documents have not always been shared or skills transferred, e.g. project logics, output / outcome indicators - thus making it difficult for beneficiaries to understand expected outcomes and results of projects.

Overall, Danida support to the GG&HR sector has been impressive. Danida has maintained faith with the sector and in cases where no donor has provided the needed support Danida has stepped in to provide the resources and support. Danida's support to capacity building and institutional building in general can be lauded as one of its strong points. The fact that institutions were given the freedom to determine their own capacity building needs is very positive. Having supported the sector since 1993, from a sometimes scattered and incoherent programme of HR&D to GGHR, Danida has over the years reviewed and re-evaluated its strategies and redesigned its programming in the sector to conform to the needs of the institutions as well as the government of Ghana. First of all, this has considerably helped in establishing and providing a platform to engage all the actors in the governance sector that matter. It also is reflected in the fact that Danida is recognised as "good donor", filling a funding gap which GoG could not provide being lead donor in the decentralisation group.

However, the move from individual to a so-called thematic programme does not necessarily mean that possible synergies between the components are adequately exploited. In fact, the design of the various components under the GGHRP make it more like individual projects rather than linked interventions. Support to DSDA finally fed into national policies, so that this kind of support was appropriate (but too short on the ground to see its impacts sustained). Now support given to the DS is helping to address the issue of fiscal and administrative decentralisation.

As mentioned earlier the sector does not lend itself automatically to linked interventions, not to forget the entrenched self-perceptions of some institutions as superior to others.

Therefore, the question remains as to what will be the best way for Danida to support governance. In this regard, the Evaluation would suggest the following:

For now, Danida support to governance would have to remain as it is, i.e. the IGIs would have to be supported independently from each other until institutional mechanisms within the IGIs are strengthened enough to be capable of innovative development. Currently, a SWAp for all IGIs seems unrealistic, but SWApS for individual IGIs might be feasible. However, there is the need for Danida to support continuous institutional mentoring either from similar Danish institutions or elsewhere, as was the case with Danish Ombudsman for CHRAJ or the Canadian Judiciary Support and exchange programme with the Judicial Service. In other words, there is the need to link the IGIs to institutional partners that provide the same kind of service – i.e. professional exchanges in which critical technical mentoring takes place.

Support to decentralisation might be linked to the intended support to LGSS. Support to the Decentralisation Secretariat will have to be continued as it is just beginning to put in place the needed structures for the DDF to take off. Support to the Decentralisation Secretariat is indirectly support to the ministry. Since capacity building modules are being developed as part of the DDF, civil society organisations may assist in delivering the modules. However, civil society involvement in the process must be part of the NDAP. Without a written strategy for CSO involvement not much will be achieved.

Currently, there is no clear link between the decentralisation component, and the components covering support to the IGIs and civil society. The strategy would be to explore a common link to engage CSOs. For example a number of issues regarding access to justice and human rights awareness and education were raised in the evaluation. Since issues of human rights awareness and education are key to both CHRAJ and the Judiciary, civil society groups may be supported to carry out the needed research and sensitisation programmes, on behalf of CHRAJ and the Judiciary. CSOs can also serve as research support to the committees of Parliament and assist Parliament in community engagement. That notwithstanding, Danida support to Civil Society (currently implemented by Ibis) and to **G-RAP** should be continued but funding levels and duration of support per CSO must be increased.

Table 14: Summary of conclusions and recommendations

	Conclusion	Recommendation
	Good governance / human rights / democracy	
1.	The Governance sector unlike other sectors like water and roads does not show immediate results. The Governance sector requires several years of support to make an impact and sometimes very little. Danida's support to the GGHR sector is very challenging but however generally relevant. Due to the diverse nature of the institutions involved, Danida's support could be described as somewhat effective and efficient. Specific institutions such as CHRAJ may not have been supported on the scale that Danida currently does.	Danida' support to the sector should be continued and the Evaluation has taken note of the proposed second phase support to the sector. Continued support to the sector must be done in collaboration with the institutions. Programme support be tailored to the vision and identified interventions of these institutions.
	Support to IGIs	
2.	CHRAJ has received the longest running support from Danida in the past 16 years and this is commendable. However, very small gains have been made due to high staff attrition, and poor resourcing of the institution from Central Government. It still lacks the needed resources to implement its activities	Support to CHRAJ should be continued as noted in the phase two document on GGHR.

	Conclusion	Recommendation
3.	Support to Parliament has been the slowest and the most unrewarding for Danida. Parliament has drafted a strategic plan but the extent to which it is informing Parliament's work is not clear. The Evaluation notes that various Danida assessments have recommended a discontinuation of support to the sector. The Evaluation is of the opinion that this decision should be reconsidered in the light of changing leadership within Parliament.	Parliament should be considered for another phase despite the poor showing in terms of programme objective. A clear performance framework for releases of funds to Parliament would have to be agreed, so that where targets are not met funds are not released.
4.	There are mixed results of the Judicial Reform Project with regard to the semi-automation of six District Courts in the three northern regions. The geographic selection of these courts has not been an effective guide per se. Since case loads of these courts have not increased as expected. The Judicial Reform project unit itself has noted that the near failure of the project was because Danida did not tailor the project to the needs of the Judiciary. The intervention was based on assumptions which did not work.	It is recommended that future support be designed in collaboration with officials of the Judicial Service ensuring that the intended objectives and results are acceptable to all.
5.	Support to the Electoral Commission has been based on one-off activities around elections and training on the management of transparent budgets and accounts, procurement and procedure for voter registrations. Support of the EC goes beyond the management accounts and budgets. It is about efficiency in M & E as well data management and storage. The process of organising data at the regional level from polling centres, and the interface between the regional and national levels is key.	The Evaluation recommends that further continuous support be provided to the Electoral Commission particularly to the regional offices, and particularly on data management and storage.
	Decentralisation	
6.	Danida is acknowledged as the lead in the decentralisation sector. However, Danida's shift from DSDA to national level support to the NDAP and DS can be regarded as a move from one extreme to the other. Such an abrupt end to project support without an exit strategy does not result in sustainability.	The Evaluation recommends that subsequent support to the sector, particularly current support to the NDAP and therefore MoLGRDE through the DS should be continued. Danida must ensure a Civil Society Strategy is developed by the DS to ensure the participation of CSOs in the implementation of NDAP particularly for capacity building at the District level.
7.	NALAG is still considered weak and not achieving the necessary desired impact.	Danida should further its support to NALAG by assisting with new office accommodation / premises to boost its image and to provide increased funding and assisting.
8.	Support to Civil Society through the CSGF has been the most progressive and efficient in terms of Danida support under the GGHR. Probably because management and implementation is removed directly from Danida to second and third parties namely Ibis and G-RAP. Unfortunately the funding allocated to the CSOs and CBOs is small considering the amount of work done and impact on the ground.	Support modality to the CSGF should be maintained but funding should be reviewed / increased. This must be based however on performance and achievements of CSO / CBO. The CSGF should also aim at increased support to gender based CSOs and CBOs as well as to gender-related activities.

	Conclusion	Recommendation
	Gender mainstreaming and other cross-cutting issues	
9.	Gender mainstreaming within the overall GGHRP has been weak. So has the mainstreaming of other cross-cutting issues such as HIV/AIDs and the environment. Though stated in programme design, it got lost in implementation.	<p>A positive step to redress the problem would be to design a Gender Strategy for the GGHRP. Sector institutions receiving support from Danida would then have to tailor their gender interventions to both Ghana and Danida gender strategy bearing in mind current strategy towards alignment. The Gender Theme Group (GEST) made up of representatives of donors and the MOWAC are already working towards ensuring proper alignment of strategies and prioritisation of gender supported programmes and projects.. Targets and indicators can then be agreed upon.</p> <p>Cross-cutting issues such as the environment and HIV/AIDs are critical for all sectors particularly decentralisation where support will be going to the Districts. Future support must ensure a component on cross-cutting issues is included in the programming framework.</p>

7 Annexes

7.1 Interview guidelines

Interview Questions for CHRAJ

1. Could you please provide an overview of Danida's support to CHRAJ?
2. What do you think of Danida's support to your institution? In terms of aid modality as compared to other donors?
3. How would you rate Danida's contribution to policy development in the Governance Sector?
4. Has Danida support any capacity building efforts in your organisation?
5. To what extent has capacity been built? And is CHRAJ satisfied with the process?
6. Have the capacity building efforts resulted in the required outputs? In terms of service delivery to the public?
7. Is there a strategic plan of any sort? Was this developed as a result of Danida support?
8. How useful has the development of a strategic plan been to CHRAJ?
9. How many staff are aware of such a plan and to what extent has this plan translated into workplans for staff?
10. To what extent has Danida support led to increased visibility of CHRAJ?
11. To what extent has the intervention led to an increase of caseloads if any?
12. Do applications for hearings cut across all population groups?
13. Is CHRAJ in a position to estimate how many poor people have access to CHRAJ services / hearings?
14. What is the estimated percentage increase?
15. To what extent would you say Government accountability to CHRAJ and other governance institutions has improved?
16. Has CHRAJ been involved in any policy dialogue with Government? What have been the results of such dialogues? Have some of the issues raised in the dialogue been taken on board?
17. What do you think about Danida's overall contribution organisational changes, improvement in performance and service delivery of your institution?

Interview Questions for Parliament

1. How useful has the development of a strategic plan been to Parliament?
2. Is the strategic plan being used as a planning tool?
3. Are Parliamentary staff aware of strategic plan?
4. What oversight does parliament have over government policy?
5. Were oversight activities undertaken before Danida intervention?
6. If yes, were they funded by Parliament and or other donors?
7. How many outreach activities have been undertaken by parliament under Danida support
8. What has been the outcome of outreach activities?
9. How many of such reports are laid before parliament and what use are the reports put to?
10. How often does Parliament engage in policy dialogue with government and CSOs?
11. What types of capacity building / training activities were undertaken as a result of Danida support?
12. How sustainable will the programme be should Danida pull out?

13. What are your perceptions of Danida support to Parliament as compared to other donors?

Interview Questions for District Assemblies

1. To what extent will you say support to decentralisation has been effective?
2. Who supported the decentralisation process in this region/ District?
3. What was the contribution of Danida if any?
4. What is the difference between Danida and other donors?
5. What do you think of Danida's way of doing things?
6. In what ways has the capacity of the District been built as a result of Danida support?
7. How has the District undertaken human resource development?
8. Are there any observed changes in the capacity of the District?
9. Has it helped in doing things differently? Has training led to improved capacity?
10. Did training meet required needs?
11. Is there an M & E unit in the DA?
12. What kind of M & E processes are in place?
13. How many staff work in the M&E unit?
14. Has the unit benefited from any capacity building initiatives as result of danida support?
15. How do DA plans fit into the Ministry plans and that of NDPC?
16. Has Danida support in any way enhanced the process of preparing these plans?
17. Is the DA aware of NALAG advocacy activities?
18. Has the DA participated in NALAG consultations?
19. Are the issues raised in such consultations relevant?
20. Does it result in any effective changes or contributions to the process of decentralisation? / i.e. have particular issues been solved as a result of such consultations?
21. Does the DA have access to NALAG Research reports?
22. Is there a mechanism where RPCUs support and monitor the planning and implementation of District plans?
23. Are there any reports from such monitoring visits?
24. How many co-ordination meetings are held between the RPCUs and the D?
25. Where do such meetings take place? At the DA or the RCC?
26. Who participates in such meetings? What issues are discussed at such meetings?
27. How often are meetings held between the RPCU and DA on District plans?
28. Does the DA have the full complement of staff?
29. What qualifications do they possess?
30. To what extent have services to the poor communities improved as result of the DAs improved performance?

Interview Questions for Ministry of Local Government

1. Please provide general overview of Danida Support to the Ministry of Local Government
2. To what extent will you say Donor support to Decentralisation been effective?
3. To what extent has Danida support built capacity of the Ministry?
4. What sorts of training / capacity building initiatives have staff of the Ministry benefited from as a result of Danida support?
5. Has it led to any observable improvements in the capacities of staff? For example to

- extent has Danida support led to strengthened human resource capacity of the RPCU and DAs under DSDA I & II? In what areas of their work can this be seen?
6. What level of policy analysis has been undertaken by the Ministry as a result of Danida support? Has Danida support in anyway enhanced the process of developing policy?
 7. Does the Ministry produce planning reports? How comprehensive are these reports? Are the reports circulated among RPCUs and DAs?
 8. How do DA plans fit into the Ministry plans?
 9. What is the relationship between the Ministry and NALAG? Are there any joint consultations?
 10. How useful are NALAG research reports to the Ministry? Do they form the basis for policy direction?
 11. How useful / effective is the donor governance group on decentralisation to the Ministry? What are your observations regarding the role / contributions of donors to the decentralisation process?
 12. How would you describe policy dialogue between government and donors? On equal footing?
 13. What is your perception of Danida as compared to other donors? (way of doing things / implementation of programmes etc).

Interview Questions for NALAG

1. Please provide general overview of Danida Support to NALAG
2. To what extent has Danida support built capacity of NALAG in terms of advocacy programmes and research?
3. How many research reports have been produced by NALAG?
4. What issues have the reports covered?
5. Who and what were the intended users/uses of the report?
6. What was the quality of the report produced?
7. What sorts of advocacy programmes have been undertaken by the NALAG?
8. What form did this take?
9. Has the Ministry ever participated in any advocacy activities undertaken by NALAG?
10. Has the Ministry of Local Government participated and undertaken any consultations with NALAG?
11. What has been the result of such consultations? Are the issues raised in such consultations relevant? Have is it resulted in any effective change to the decentralisation process? Have particular policy issues been solved as a result?
12. How relevant have NALAG research reports been to other stakeholders in the sector? i.e. District Assemblies
13. Does the Ministry of Local Government rely on such reports for in developing policy?
14. Do recommendations from such reports feed into Ministry plans?
15. What is NALAG perception of Danida support / way of doing things as compared to other donors?

Interview Questions for Regional Planning Co-ordinating Units

1. To what extent will you say support to decentralisation has been effective?
2. Who supported the decentralisation process in this region/ district?

3. What was the contribution of Danida if any?
4. What is the difference between Danida and other donors?
5. What do you think of Danida's way of doing things?
6. In what ways has the capacity of the RPCU been built as a result of Danida support?
7. To what extent has Danida support resulted in strengthened human resource capacity of the RPCU?
8. How has the RPCU undertaken any human resource development?
9. Are there any observed changes in the capacity of the RPCU?
10. Has it helped in doing things differently? Has training led to improved capacity?
11. Did training meet required needs?
12. Is there an M & E unit within the RCC?
13. What kind of M & E processes are in place?
14. How many staff work in the M&E unit?
15. Has the unit benefited from any capacity building initiatives as a result of Danida support?
16. Do staff at all levels have access to training?
17. What criterion is used to select staff for training?
18. What types of training are undertaken?
19. What was the duration of the course?
20. How do RPCU plans fit into the Ministry plans and that of NDPC?
21. Has Danida support in any way enhanced the process of preparing these plans?
22. Has the RPCU participated in NALAG consultations?
23. Does it result in any effective changes or contributions to the process of decentralisation? / i.e. have particular issues been solved as a result of such consultations?
24. Does the RPCU have access to NALAG Research reports?
25. How relevant are NALAG research reports to the RPCU?
26. Is there a mechanism where RPCUs support and monitor the planning and implementation of
27. District plans?
28. How many co-ordination meetings are held between the RPCUs and the District

Interview questions for CBOs

1. To what extent has Danida support resulted in strengthening accountability and governance and human rights issues
2. To what extent has the participation of the community improved?
3. On what issues have advocacy been undertaken?
4. What is the level of awareness raising around these issues?
5. What types of capacity building initiatives have been undertaken by your organisation?
6. Has funding to your institution been adequate in carrying out the activities?
7. Is this activity likely to be sustained after Ibis/Danida funding is over?
8. What mechanisms are being put in place to sustain the process?
9. What is your perception of Danida as opposed to other donors/

Questions to CSOs

1. To what extent will you say your activities have influenced policy direction as a re-

- sult of Danida support?
2. In what ways can civil society groups assist in promoting the implementation and enforcement of legislation?
 3. What were some of visible immediate results arising from your advocacy work? What were the un-expected impacts?
 4. What are the challenges to CSOs engaging in human rights and governance promotion?
 5. In what ways is your organisation stronger following Danida intervention?
 6. Do CSO groups at the national and local levels have the capacity to participate, monitor and advocate in governance and human rights?
 7. What capacities have been built in your organisations as a result of Danida support?
 8. How do you rate Danida support as compared to other donors?
 9. What indicators constitute good donor / partner relationship?
 10. Have there been opportunities for engaging in policy dialogue with government?

7.2 Persons met/interviewed

<i>Name, first name</i>	<i>Organisation / institution</i>	<i>Function</i>
Abdul, Karim	DAWA Academy, Tamale	Director
Abdulai, Selina	GIGDEV. Tamale	Gender Programme Officer
Adday, Victor	Kpando District Assembly	Budget Officer
Akwetey, Emmanuel	IDEG	Executive Director
Alhassan, Iddrisu	Gender Support Network, Tolon-Kumbungu	Co-ordinator
Alhassan, Mohammed	DAWA Academy, Tamale	HR Development Officer
Amadu, Zure	Jirapa District Assembly	Deputy Co-ordinating Director
Amegashitsi, Reuben	Regional Co-ordinating Council Ho, Volta Region	Regional Planning Officer
Amevor, Cephas	Office of Parliament	Secretary Danida Support / Deputy Clerk
Amoah, William	JSA Consultants	Decentralisation Secretariat
Asem, William	Office of Parliament	Project Accountant
Atutse, Grace	Ve-Golokwati	Assembly Woman
Baani, Tiisah	Sombo Area Council, Upper West	Treasurer
Bob-Milliar, Cate	Wa, RCC	Regional Director, Department of Women
Bossmann, Anna	CHRAJ	Acting Commissioner
Dasah, Mr.	Regional Co-ordinating Council, Wa Upper West	Regional Economic Planning Officer
Deffor, E.K	South Tongu District Assembly	District Co-ordinating Director
Degnbol, Tove	MFA, Denmark	
Deku, Mr	JSA Consultants	Financial Controller
Determeyer, Hans	G-RAP	Team Leader
Diesuo, Kenneth	Wa, Municipal Assembly	Municipal Planning Officer
Domapiella, Alex	Jirapa District Assembly	District Co-ordinating Director
Edinger, Kristian Kirkegaard	MFA, Denmark	
Ekporwu, Seth	District Assembly, Hohoe	Planning Officer
Fusheini, Shayawo	DAWA Academy, Tamale	Field Officer
Gyk Ibsen, Anne	Ibis, Tamale	Co-ordinator
Ibrahim	Ibis, Salaga	Programme Officer
Joensen, Katrine	Danida	First Secretary
Johansen, Karina	RDE Accra	First Secretary
Jones Kugblenu	Parliament of Ghana	Task Officer, Outreach Pro- gramme / Public Relations Manager, Parliament
Karim, Abdul	Judiciary	Programme Officer
Keteku, Mawuko	Rural Aid Network, Ve- Golokwati	Director
Kudjawu, Felix	Hohoe Cornmillers Association	Co-ordinator
Kugblenu, Jones	Office of Parliament	Public Relations Manager / Task Officer Outreach Programmes
Kwofie, Sandra	Judiciary	Project Co-ordinator
Larsen, Peter	RDE Accra	Deputy Head of Mission
Laryea, Nii Adjaye	EU Microprojects Management Unit, Upper West	Zonal Co-ordinator

Name, first name	Organisation / institution	Function
Lawrence, Ted	USAID	Democracy and Governance Team Leader
Le Mounier, Xavier	EC Delegation Accra	Adviser
Mangkyiri, Edmund	Municipal Assembly, Wa	Municipal Budget Officer
Mends, Eva	Ministry of Finance	Head, Budget Unit
Mensah, Jean	IEA	Programmes Co-ordinator
Mensah-Kutin, Rose	ABANTU	Regional Director
Methchild Reunger	GTZ	Governance Advisor
Mohammed, Prince	Gender Support Network	Project Co-ordinator
Murray, Barbara	CIDA	Governance Advisor
Mwinyella, Gaetan	Wa, Municipal Assembly	
Naab, Joanne	GIGDEV, Tamale	
Nartey, Emmanuel	Jirapa District Assembly	District Budget Analyst
Osaе, Erica	Ibis, Ashiaman	Programme Officer
Ousman, Alhaji	Municipal Assembly, Wa	Municipal Chief Executive
Owusu- Bonsu, Kwame		Decentralisation Secretariat
Pang, Thomas	GIGDEV, Tamale	Project Co-ordinator
Rogg, Christian	DFID Accra	Adviser
Selormey, Edem	CDD	Programme / Publications Officer
Sorensen, Lise	RDE Accra	
Stoorgård Madsen, Birgit		Former Danish Ambassador to Ghana
Sulemana, Margaret	DAWA Academy, Tamale	Secretary
Sulley Gariba	Institute of Policy Alternatives	Executive Director
Sulley, G.Y.	Lawra District Assembly	District Chief Executive
Tahiru, Ayuba Yakubu	Lawra, District Assembly	District Co-ordinating Director
Telly, Hajia	Enterprising Women in Development	Director / Assembly Member
Tensogo, Thomas	Kaleo Area Council, Upper West	Former Treasurer
Van Rijn, Hans	Decentralisation Secretariat	Technical Advisor
Walmsley, Gwen	CIDA Accra	Adviser
Zakaria, Andaani	GIGDEV, Tamale	Project Administrator

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