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Review, development and monitoring of National Sustainable Development Strategies in Ghana

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1. Background and context of the paper

Since the 1987 Brundtland Report and the 1992 Rio Summit, sustainable development has become a central theme of national development. Specifically, Agenda 21 required countries to adopt national strategies for sustainable development (NSSDs). The UN Special Session on the review of progress on Agenda 21 in 1997 (Rio +5) set a target of 2002 for countries to introduce NSSDs. To achieve Agenda 21 objectives, countries adopted a management by-objective approach by agreeing to the Millennium Development Goals (MDGs) in 2000 that included agreement 'to integrate the principles of sustainable development into country policies and programmes and to reverse the loss of environmental resources'. To further operationalize Agenda 21 and to accelerate implementation of sustainable development interventions, the World Summit on Sustainable Development (WSSD) agreed that countries will 'take immediate steps to make progress in the formulation and elaboration of national strategies for sustainable development and begin their implementation by 2005.'

Since the formulation of the MDGs, Ghana has been a key partner in the development of international understanding and guidance in NSSDs. Ghana participated in the design of the NSSDs guidance by the Organization for Economic Cooperation (OECD) in 2001, hosted the United Nations International Forum on National Sustainable Development Strategies in 2002 that provided the basis of the United Nations guidance on NSSDs, presented a national report on progress in achieving sustainable development to the WSSD, and, was a peer country in the recent four-country peer review of the NSSD of France in February 2005. Although Ghana has not officially declared any development strategy process or mechanism as the national strategy for sustainable development, development practice in Ghana has increasingly been oriented towards achieving sustainable development.

This Report shares Ghana's experience with the strategic approach adopted by the country to achieve sustainable development. It focuses on issues relating to the process, content, and implementation, including monitoring, of current major development mechanisms and their recent antecedents adopted by Ghana to achieve sustainable development. The Report summarizes how Ghana is progressing, and key challenges it faces, since 2000 in systematically integrating existing and proposed strategies in a manner aimed at making them conform to sustainable development principles.

2. National strategies for sustainable development in Ghana

2.1 Context of sustainable development planning in Ghana

Development efforts since Rio have centered on regaining macroeconomic balance, achieving growth-oriented macroeconomic stability and addressing poverty issues in a systematic manner (Republic of Ghana 2002). At the turn of the millennium, the economy was subject to several factors, mainly variable weather, weak economic management, particularly of the public sector, energy crises, adverse international commodity price shocks and reduced inflows of development assistance. Measures adopted by the new administration in 2001 aimed at addressing the vicious cycle of increasing budget deficits, rising money supply, increasing interest rate and worsening external balance. Partly as a result, inflation is down towards the single-digit region, currency depreciation has slowed considerably, interest rates and gaps have narrowed, and the debt burden has been reduced. Also, external reserves can cover 3-4 months imports, public finance management has been strengthened, and, donor inflows have increased (IMF and IDA 2004).

Nonetheless, the economy is still characterized by:

- low savings and investment
- high unemployment
- debt pressures, both external and domestic, although the recent HIPC completion exercise and lower public domestic borrowing have considerably reduced the debt overhang
- the duality of large agrarian base with low manufacturing value-addition
- market-determined and private sector oriented policy framework, but private sector response to the economic framework and incentives has been laggard
- fragile stabilization as the economy is still prone to destabilization by external economic factors, particularly high oil prices and the negative terms of trade
- continued importance of basic natural resources for foreign exchange earnings, despite increased contribution from remittances, tourism and non-traditional exports

Economic liberalization preceded political liberalization, began in 1992, by a decade. Broadly, the political context has involved a progressive transition from the socialist single-party orientation of the immediate post-independence period, through military regimes, to the current regime of multi-party democratic governance. Overall, the last decade has witnessed the development of the institutional framework for democratic governance, including those for electoral management, free and liberalized press, civic education, and combating serious frauds and lapses in human rights and administrative justice.

The evolution of the institutional context for development partly reflects that of the political landscape. The institutional framework is gradually turning away from command and control to market-based and people-centered mechanisms as the culture of democratic governance, decentralized administration and public awareness and

participation grows. This is partly exemplified by the increasing use of regulatory frameworks, rather than bureaucratic control mechanisms, to internalize economic, social and environmental costs of development.

The decentralized development planning system also includes a legal framework, a planning institution, a planning methodology, and a consultative approach to developing national development policy. At the sub-national level, regions and districts prepare their development strategies and plans under the decentralized planning system within planning guidelines provided by the National Development Planning Commission (NDPC) that are derived from the development strategy of the government in power.

National strategies recognize the regional dimension of development and have, particularly since the last decade, emphasized regional integration as an integral part of national development policy at all levels. National policy frameworks and plans take due cognizance of regional factors directly by emphasizing economic growth and poverty reduction, popular participation in economic and political decision-making, and, good governance to consolidate the relative peace and stability that Ghana enjoys within the sub-region of West Africa. The frameworks also explicitly seek to enhance the economic integration of the sub-region.

2.2 National development vision and long-term goal

Beginning with Vision 2020, efforts have centered on evolving a non-partisan and nationally-determined and recognized vision for long-term economic growth that would ensure that NSSDs in Ghana is driven by national consensus on long-term aspirations or development frameworks. The 2003-2012 Coordinated Programme of Economic and Social Development (CPESD), like the Ghana Vision 2020, desires middle-income status for Ghana (about \$4,000 per capita income) as the long-term goal (Republic of Ghana 2002). The current national vision statement as contained in the CPESD is as follows:

‘The shared vision of all Ghanaians is to continuously create wealth to improve the worth and welfare of our people and to reduce poverty. We, together, seek to build *a society of free and disciplined individuals with a passion for excellence*’ (emphasis in original text). The long-term goal ‘is to develop a society that is capable of achieving middle-income status’. A major milestone in ‘becoming a middle income country is attaining a per capita income of \$1000. The first benchmark will be to double current national income within a decade (Republic of Ghana 2002).

2.3 Key strategy frameworks for sustainable development in Ghana

Since Rio, Ghana’s progress towards sustainable development has been shaped or informed by the following categories of sustainable development strategies and frameworks:

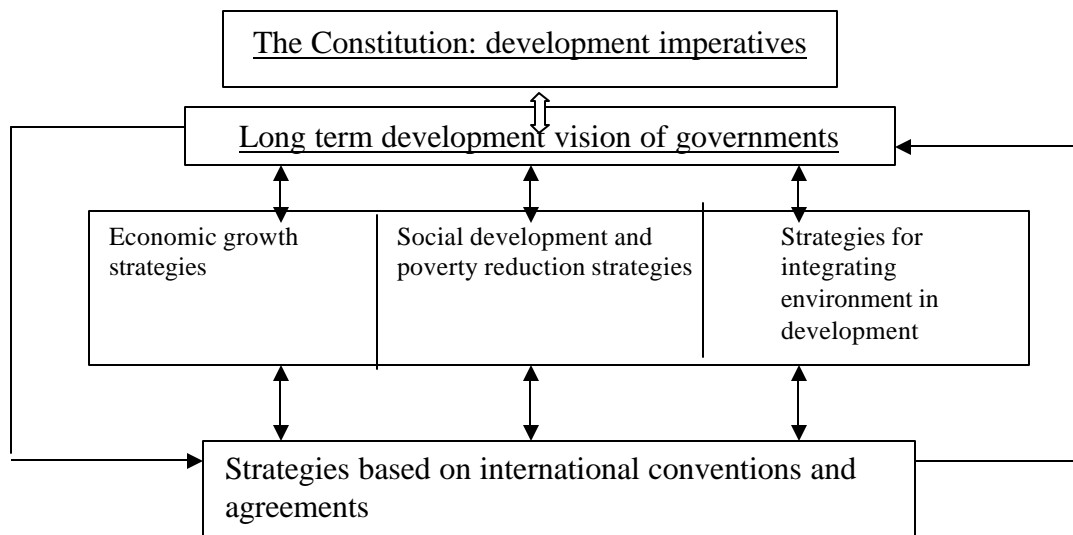
- Constitutional development imperatives
- Politically-originated strategies

- Long term development visions
- Economic growth strategies/frameworks
- Social development and poverty reduction strategies
- Strategies for integrating environment in development
- Strategies based on international conventions
- Institutional development strategies

These categories of strategies are not mutually exclusive but are often inter-related. For example, economic growth strategies often contain social development and poverty reduction frameworks while international conventions and agreements often propel strategies for integrating and environmental management in development. Major linkages between the various types of strategy processes and mechanisms relevant to sustainable development in Ghana are shown schematically in Figure 1 while specific strategy frameworks are listed in Appendix 1.

Figure 1

Links between types of national development strategy processes



3. Review of NSDS

3.1 Emerging principles for sustainable development strategies

The outcome of the 2001 UN International Forum on National Sustainable Development Strategies in Accra (United Nations 2002) and the DAC/OECD Guidance (OECD 2001) recommended key internationally recognized principles for sustainable development

strategies. These principles were proposed to inform good practice in analyzing, planning, implementation, monitoring, reviewing and learning from national strategies for sustainable development. These principles imply the following processes-oriented attributes required for development processes to be generically sustainable:

needs-based and strategic

- people-centered
- focus on sustainable development issues and livelihood risks
- respond to real and fundamental needs by emphasizing enhancement of development capacities and resilience, including those for disaster risk prevention and mitigation, particularly at local levels
- ensure social and intergenerational equity
- prioritize interventions

comprehensive

- multi-disciplinary and multi-institutional
- integrated and balanced across sectors, territories and generations by linking the national, regional, sub-regional, national and local priorities and actions within a long-term timeframe
- manage trade-offs from the process through consensual identification of and agreement on compensatory measures, where possible

inclusive

- transparent and based on efficient and effective governance
- collaborative with effective local and national multi-stakeholder involvement and partnerships for ownership while recognizing differentiated capabilities and needs
- based on communication and extensive information dissemination

legitimate

- nationally-owned and country-driven
- reflect shared, strategic and pragmatic regional and national vision
- backed by strong political commitment and conducive enabling environment
- driven by strong institutional leadership
- fit national priorities into the international context

efficient and responsive

- process is clear and affordable
- cost-effective, management-efficient and outcome-focused
- provide added values and tangible benefits to all parties
- iterative, flexible and adaptable to achieve realistic but flexible targets
- built on existing processes, strategies, policies, capacities and institutions in a phased modular approach for continuity
- satisfying resource requirements by ensuring coherence between strategy and budgetary priorities
- knowledge-based, including using comprehensive and reliable analysis

- continuous effort to manage change, incorporating monitoring, feedback, follow up, assessment, and continuous learning: re-generates through continuous improvement

3.2 Conformity of strategy processes to NSDS principles

3.2.1 Institutional basis

Current national development strategies, particularly the Ghana Poverty Reduction Strategy (GPRS) pursue the goal of sustainable development. Although an overarching national policy on sustainable development is yet to be documented, efforts, including the preparation of this report, are converging towards such a policy pronouncement.

A direct legal basis exists for NSDS through the national constitution and the planning laws. The directive principles of state policy in the 1992 republican Constitution are multi-dimensional, covering economic, political, social, cultural and international objectives (Republic of Ghana 1992). The Constitution promotes sustainable development, including through the following requirements:

- ensuring best management of the economy [Section 36 (1) c]
- ensuring balanced spatial development [Section 36 (2) d]
- responsibility of the state for the security of its people [Section 36 a]
- participatory national development through participation of the people in all decision making at all levels [Section 35 (6) d] with provision for maximum roles for individuals and the private sector [Section 36 (2) c]
- governments continuing projects and programmes initiated by previous governments [Section 35 (7)]
- government reporting, at least once a year, to the people on steps taken to achieve the objectives of the directive principles of state policy, particularly with respect to the economy, health and education [Section 34 (2)]

Thus, the foundations for a legal basis for NSDS processes in Ghana exist in constitutional mandates for: (a) preparing coordinated strategies for socio-economic development, (b) ensuring sustainable environmental and natural resource management, and, (c) public participation in all national deliberations.

Regarding legislative oversight of sustainable development, the new Parliamentary Select Committee on the implementation of the GPRS could be linked to the Parliamentary Committee on environment and natural resource management to institute a the nucleus of a legislative body on sustainable development affairs.

In terms of organizational structures for NSDS, the main agencies that constitute the national institutional structure for sustainable development planning are the Environmental Protection Agency (EPA), Ministry of Environment and Science (MES), and the National Development Planning Commission (NDPC). A National Committee on Sustainable Development (NCSD) acts a coordinating panel constituted of representatives of key MDAs and civil society. The MES is the secretariat for the NCSD. The NCSD emerged out of the National Preparatory Committee (NPC) for the WSSD as

a sub-grouping of the National Committee for the Implementation of Agenda 21 (NACIA), which was the equivalent of the National Councils on Sustainable Development (NCSD) in other countries. There is an emerging recognition of the leadership role of MES in coordinating NSDS, due to the Ministry's growing efforts to promote NSDS in the country.

However, the National Development Planning Commission (NDPC) has statutory responsibility for managing the preparation of the main comprehensive NSDS processes involving the GPRS and the CPSED. The NDPC legislation provides for all District Assemblies, and enjoins MDAs, to submit their plans to the NDPC for coordination. Meanwhile, the Ministry of Environment and Science is exercising the operational leadership, by virtue of being the national UN focal point for sustainable development, in promoting NSDS. What is required is a national mandate that empowers the NDPC to manage a national NSDS process in conjunction with the MES and requires MDAs and District Assemblies to prepare sustainable development plans.

To strengthen the process of NSDS, it is also necessary to develop an administrative support system for the process. The NDPC is the natural home for NSDS in Ghana; providing it with adequate capacity, resource endowment and powers to manage the national process and to collaborate with other nodes for strategy making such as the MES and donors. Also, formally institutionalizing and integrating mechanisms for managing NSDS process in the mandate, structure and functioning of the NDPC would enable it to coordinate national NSDS processes.

3.2.2 Types of strategy processes

Ghana has adopted three approaches in NSDS work to date. The first involves long-term development strategies that incorporate all dimensions of sustainable development, such as the Vision 2020 and the CPSED. The second approach covers cross sectoral strategies on key aspects of sustainable development, such as poverty (GPRS) and environment (NEAP). The third type consists of sectoral strategies that address the economic, social, environmental and institutional dimensions of sustainability. This includes the food and agriculture sector strategy (AAGDPS) and the forestry sector development programme.

3.2.3 Integrated development

A fundamental aspect of NSDS is the interdependency principle which posits the inter-relationship and linkages between economic, social, environmental and institutional sustainability. Increasingly, development planning in Ghana is recognizing the interrelationship between the four pillars of sustainable development but real challenges remain in effectively integrating the themes, as shown by the Strategic Environmental Analysis (SEA) of the 2002-2004 GPRS. A key task will be to develop an overall and integrative model that integrates macroeconomic, sectoral, spatial/physical, and, financial aspects of planning.

3.2.4 Incorporating the inter-generational principle

The inter-generational principle is at the core of sustainable development. Principle 3 of the Rio Declaration on Environment and Development states that the right to development must be fulfilled as to equitably meet development and environmental needs of present and future generations. Effectively implementing this principle requires development strategies that span generations.

Planning efforts in Ghana have implicitly attempted to capture the inter-generation equity issues implicitly through long-term planning: Ghana has continuously experienced development strategies and plans of duration ranging from one year to 25 years. Taking plans of ten or more years as long-term strategies, the two relevant long-term frameworks since Rio have been the 25-year Ghana Vision 2020 for the period 1995-2020 (Republic of Ghana 1994, 1994 B) and the 10-year Coordinated Programme for Economic and Social Development of Ghana for the period 2003-2012 (Republic of Ghana 2002).

3.2.5 National ownership and commitment

Since Rio, Ghana has demonstrated a commitment to and focus on sustainable development in several respects, including the following:

- development of the National Environmental Action Plan (NEAP)
- actively preparing for and participating in key global conferences on the subject (UNCED and WSSD) with very high level government delegations
- evolution of an institutional structure for sustainable development planning (Environmental Protection Council/Agency, a ministry responsible for the environment, and, the NDPC)
- development of long-term visions or coordinated development programmes
- development of NSDS indicators
- undertaking the SEA of the GPRS

3.2.6 Participation

Efforts to enhance the national ownership of and commitment to NSDS and to make them more people-centered have focused on utilizing broad participation in NSDS preparation. A broad scope of governmental, non-governmental, private sector and civil society groups have been involved in developing sustainable development strategy frameworks in an attempt to facilitate an all-inclusive involvement of key stakeholder groups. Major social groups and stakeholders in sustainable development in Ghana include: government, private sector, organized labour, civil society organizations (CSOs), traditional authorities, scientific and technological community and professional bodies.

A further opportunity to re-align and enhance the utility of participation for national planning has emerged in the National Economic Dialogue (NED) annual programme. The NED is being institutionalized as an annual national development participatory forum to provide voice for public involvement in development policy making.

Both the 2003-2005 GPRS and the 2003-2012 CPESD built on, broadened and deepened the extent of involvement of the populace in development planning. However, a major challenge in increasing public awareness of national development visions, despite enhanced public consultation, is to enhance national visibility of the CPSED. Stakeholders participation in and commitment to strategy processes can be enhanced in several ways, including through:

- increasing public access to strategy documentation
- enhancing and expanding the participation of several groups including: women, youth, farmers, cooperatives and consumer associations
- improving the preparation of the public for consultation processes
- balancing the dominance by ministries, departments and agencies (MDAs) of consultation processes
- adopting mechanisms (such as nominal group techniques, instead of brainstorming) that ensure total participation
- instituting multi-stakeholder change management teams to oversee the implementation of agreed NSDS positions and priorities as an integral part of NSDS processes

3.2.7 Analyses

The preparation of the key national strategy processes since Rio (including the Vision 2020, CPSED, 2002-2004 GPRS) have been based on extensive analyses. Also, efforts have been made recently to enhance the assessment of sustainable development strategies, particularly through the application of SEA to the 2003-2000 GPRS.

Adequate analysis includes providing fall-back situations as part of the strategy content to address vulnerabilities and to assure resilient and sustainable national livelihood. Strategy processes in Ghana have provided for reviews or implementation steps, as in the Ghana-Vision 2020, GPRS and the CPESD as the major corrective or re-aligning feature. However, the challenge is to provide alternatives or fall-backs based on scenario analysis.

The key constraints are limitations due to data deficiencies and inadequate analytical examination. However, the following should help improve analysis of strategies:

- strengthening the research and analysis capability of the NDPC and improving policy analysis at the MDA and district assembly levels in tandem
- consolidating a national programme of policy analysis based on existing analytical initiatives
- developing an information system for NSDS processes
- further strengthening Ghana Statistical Service to enhance provision and analysis of data and information
- continuing to implement the GPRS monitoring system, including production of annual progress reports and completion of the Poverty and Social Impact Assessments (PSIAs)
- institutionalizing the SEA process and its extension to the district level
- continuing efforts to expand and make more effective public participation in the NED as a forum for public input in policy analysis.

3.3 Strengths and challenges of NSDS in Ghana

3.3.1 Strengths

There are several examples of positive experience in development administration that bode well for the future of NSDS processes in Ghana. These are elaborated or expanded below:

- a long history of and experience with planning in national development, beginning with the Guggisberg plan of 1919
- strong participation in international activities in NSDS by Ghana, including UNCED, the Accra Forum on National Sustainable Development Strategies, and the WSSD process
- growing familiarity with the subject of NSDS among national planning authorities
- near institutionalization of participatory policy formulation as a standard mechanism in strategy processes
- institution of the National Committee on Sustainable Development (NCSD) with government and civil society participation
- experience with conducting the 2003 Strategic Environmental Analysis (SEA) of the 2002-2004 GPRS, probably the first African country to do so
- combination of national planning function with economic policy and budget in a single ministry (the Ministry of Finance and Planning)
- efforts to align national policy to budget management, through the Medium Term Expenditure (MTEF), Multi Donor Budget Support system (MDBS) and others
- increasing cooperation among key government agencies: Ministry of Environment and Science (MES), the NDPC and the Environmental Protection Agency (EPA)
- growing efforts to monitor national policies, including finalizing a list of NSSD indicators for Ghana in 2004

3.3.2 Challenges

The following summarize some key challenges that need to be addressed to broaden the scope and enhance the effectiveness of NSDS processes and mechanisms in Ghana:

- applying the interdependency principle: improving coordination to ensure true integration of sustainable development pillars
- operationalizing the inter-generational equity principle through more effective long-term visioning, strategizing and planning
- broadening emerging consultation and dialogue processes of national participation in and ownership of development processes
- enhancing the national capacity for NSDS formulation, particularly that of the National Development Planning Commission (NDPC) and ministries, departments and agencies (MDAs)
- further improving the financial base and management of development strategy processes

- improving the monitoring of and learning from strategy processes

4. A Framework for NSDS in Ghana: Guidance

4.1 Managing strategy processes

This sub-section will suggest approaches and tools that are applicable to undertaking NSDS processes in Ghana. Translating key strategic management factors of leadership, planning, implementation, monitoring, coordination and participation into operational actions is crucial for the effectiveness of NSDS processes. Section 2.4 presented an outline of the key steps. This sub-section will identify key steps in formulating, implementing, monitoring and learning from NSDS that can serve to operationalize the above strategic factors relevant to the Ghanaian context.

4.1.1 Analyzing current strategies

The analysis of current strategies can be improved through several interventions, including the following:

- strengthening the research and analysis capability of the NDPC and improving policy analysis in MDAs and district assemblies in tandem
- consolidating a national programme of policy analysis based on existing analytical initiatives
- strengthening Ghana Statistical Service to enhance provision and analysis of data and information
- fully implementing the GPRS monitoring system, including production of annual progress reports and completion of the Poverty and Social Impact Assessments (PSIAs)
- institutionalizing the SEA process and its extension to the district level
- expanding and making more effective participation in the NED as a forum for public input into evidence-based policy analysis.

4.1.2 Establishing a mandate for the strategy and the process

Establishing a legal basis for a national sustainable development strategy process in Ghana can proceed from existing constitutional mandates for: (a) preparing coordinated strategies for socio-economic development, (b) ensuring sustainable environmental and natural resource management, and, (c) ensuring public participation in all national deliberations. In addition, the NDPC legislation requires all district assemblies and enjoins MDAs to submit their plans to the NDPC for coordination. Meanwhile, the Ministry of Environment and Science (MES), by virtue of being the national United Nations focal point for sustainable development, is exercising the operational leadership in promoting NSDS. Thus, the national legal mandate for NSDS should empower the NDPC to manage a national NSDS process in conjunction with the MES and require MDAs and district assemblies to prepare sustainable development plans.

Regarding legislative oversight of sustainable development, the new Parliamentary Select Committee on the implementation of the GPRS could be linked to the Parliamentary Committee on environment and natural resource management to institute a legislative body on sustainable development affairs.

However, establishing a legal mandate will be ineffective without adequate commitment, voice and focus from national leadership on the process. A clear demonstration of this would be commitment to clear actions to enhance the sustainability of existing national frameworks (the 2003-2005 GPRS and the CPSED), including incorporation of considerations recommended in the SEA.

4.1.3 Identifying stakeholders and their relations

Stakeholders and their relations include stakeholder responsibilities and rights, and participation mechanisms. Effective stakeholder management involves institutionalizing participation and building trust.

This depends on minimizing exclusion in consultation. Key groups with interest in sustainable development, many of which have participated in consultation processes, include: executive government, the Council of State, the legislature, judiciary, private sector, labour, and NGOs. Others are political parties, traditional authorities, faith organizations, donors, professional groups, and think tanks. Other groups include: farmers, the military, universities and academia, local authorities, scientific and technological community, consumers association of Ghana, constitutional bodies (such as the National Commission on Civic Education, CHRAJ), and the press. Nonetheless, the dominance of government agencies in consultative processes continues. For example, 49 percent of participants in the 2004 NED were from the civil and public services of government, contrasted with 38 percent from the private sector, 7 percent from development partners, and 3 percent each from NGOs and parliament (Republic of Ghana 2004). The participation of several groups needs to be enhanced or expanded, including that of: women, youth, farmers, cooperatives and consumer associations.

4.1.4 Developing administrative support system for the process

The NDPC is the natural home for NSDS in Ghana and needs to be provided with adequate capacity and powers to manage the national process and to collaborate with other nodes for strategy making such as the MES and donors. Currently, NDPC establishes ad hoc structures for coordinating national strategy processes. Mechanisms for managing NSDS processes need to be formally institutionalized and integrated in the mandate, structure and functioning of the NDPC. This way, the NDPC can effectively coordinate inter-sectoral NSDS processes, including those initiated by the Ministry of Environment and Science (such as the national environmental management strategy) and the Ministry of Finance and Planning (such as the National Economic Dialogue).

4.1.5 Agreeing on rules governing the strategy process

The rules of the NSDS process include arrangements for prioritization, planning and decision-making, as well as how to identify trade-offs and how to manage them through negotiation and conflict management. Agreeing on the rules and procedures for each NSDS process depends on effective stakeholder participation in setting the agenda and time-table of the process, managing the process, and implementing strategy agreements.

4.1.6 Establishing regular debate, research and analysis of strategy issues

This is related to issues of participation, strategy assessment and communication discussed earlier. In addition to measures in these broad areas, improving discussion and analysis of key strategy issues depends on several other factors, including the following:

- developing an information system for NSDS processes
- enhancing the analytical capacities of MDAs and the legislature
- implementing agreed frameworks for economic, social, environmental strategic assessment, such as the SEA
- linking strategy analysis to monitoring, audits and learning
- institutionalizing an annual analytical programme of NDPC
- increasing collaboration between NDPC and academia and think tanks

4.1.7 Establishing a change management mechanism

Needed changes are identified in the strategy process through strategy support mechanisms, such as Cross Sectoral Planning Groups and Syndicate Groups. These mechanisms provide advice on NSDS but their implementation is through Cabinet committees and similar structures within government. This is mainly because the mechanisms for managing development changes ensuing from NSDS have traditionally involved the MDAs. There is the need to institute multi-stakeholder change management teams to oversee the implementation of agreed NSDS positions and priorities as an integral part of NSDS processes.

4.1.8 Establishing an implementation schedule of the strategy process

The schedule of any NSDS process should be integrated into the planning timeframes for key frameworks, such as the national budget, MDBS and the MTEF.

4.1.9 Establishing a communication and awareness raising mechanism

This has been weak in strategy processes in Ghana. Interventions to enhance communication and awareness of NSDS processes should include:

- improving the involvement of civil society and the press in planning strategy processes
- creating effective messages on the processes with mass appeal
- holding regular and more public discussions on strategy themes and processes in the media
- using local language versions of NSDS in public information and communication programmes with the media

- developing, maintaining and regularly updating websites for NSDS
- holding periodic on-line discussions on strategy issues
- use of major groups, such as faith groups and traditional authorities in disseminating NSDS

4.1.10 Establishing a continuous monitoring and accountability mechanism

An effective monitoring and accountability mechanism should rest on: (a) tracking progress towards strategies (process monitoring), (b) understanding sustainable development trends (monitoring outcomes), (c) audits, and, (d) learning and adaptation.

Issues of monitoring will be discussed in Section 5. However, aspects relating to learning and accountability that need to be addressed for development strategy processes include:

- expanding public participation in strategy processes
- improving monitoring and evaluation documentation of NSDS
- integrating lessons learned in development study programmes of educational and professional institutions
- minimizing the bureaucracy of implementing development interventions to increase transparency in strategy management
- increasing the role and effectiveness of legislature in development policy issues
- improving the links between resources and strategy priorities
- expanding access to public information, including increasing dissemination of development information
- improving the audit process of key national MDAs and development partner interventions.

4.1.11 Meeting financial requirements of the strategy process

Meeting the financial need of strategy processes depends on several factors, including the following:

- reaching agreement on full scope of strategy processes between stakeholders and strategy managers
- adequately determining financial and human resource needs of NSDS mechanisms
- ensuring closer link between strategy priorities and activities and national annual budgeting, MTEF and MDBS processes
- enhancing national financial planning
- eliciting increased donor, private sector and other stakeholder support for national strategy processes.

4.2 Improving coherence of development strategy processes

4.2.1 Coordination, complementarity, coherence and convergence

A key challenge facing NSDS in Ghana is how to enhance the congruence of various development strategy frameworks and processes on the ground. This requires improving the coordination, complementarity, coherence, and, convergence of processes, as follows:

- *Coordination* between several aspects of NSDS, such as between sector frameworks and processes, between different levels of government, and between strategies and budgets. Coordination tends to be needed most at lower levels of administration (within units of MDAs and at the district level).
- *Complementarity* between different strategy frameworks in operation through integration of frameworks at the various levels of planning jurisdiction so that each process fits into the overall bigger picture at each stage.
- *Coherence* at several levels, including: (a) among the economic, social, environmental and institutional goals of strategies, (b) between sector objectives and overall sustainable development strategies, (c) among strategy objectives across sectors and territories, and, (d) between strategy priorities and allocated resources. Coherence would be achieved by ensuring that strategy processes are technically sound, consistent and logical.
- *Convergence* of various planning frameworks and processes towards the same purpose or outcome; this results from effective coordination and coherence which is best ensured at higher levels of administration (by top MDA management and by regional and national administrations of MDAs).

In terms of the levels of development administration authority at which the various congruence factors operate at the country level, coordination would tend to take place at lower levels of administration (within units of MDAs and district level). In contrast, coherence and convergence of strategies is best ensured at higher levels of administration (by top MDA management and by regional and national administrations of MDAs).

Within the planning context in Ghana, practical ways of ensuring consistency between priorities of different sectors, plans and stakeholder interests include:

- use of overarching long-term development frameworks, such as the CPSED, that provide the framework for other strategies
- use of mechanisms for inter-MDA coordination, such as the National Committee for Sustainable Development
- effectively empowering the NDPC to fully undertake its coordination function in national planning
- use of cross-sectoral thematic groups, such as for the GPRS and the NED
- expansion of the remit of the NED to include sustainable development themes, to become a National Development Dialogue (NDD)
- effective integration cross-cutting issues in national plans, such as integrating environmental, spatial, gender and population considerations in the GPRS.

Ultimately the formulation and implementation of a comprehensive National Physical Development Plan that integrates economic, social, environmental and spatial considerations would provide the most effective tool for coordinating sustainable development planning.

4.2.2 Coordinating major development management processes

Coordinating the various categories of strategies currently in effect in Ghana requires pursuing coherence of the following major development management processes:

- ❑ medium-term planning strategies (GPRS, etc)
- ❑ World Bank country planning framework
- ❑ UNCCA and UNDAF process
- ❑ National public financial management processes (MTEF, MDBS, budget, audits)
- ❑ National economic dialogue process
- ❑ SEA of GPRS
- ❑ MDGs review process

The following are factors to consider in synchronizing the above key frameworks: (a) major objective, (b) key activities, (c) planning horizon, (d) timing of key activities in year of preparation/finalization, and, (d) key participants. A matrix of strategy processes and factors of processes to be synchronized is presented in Appendix 2.

Effectively synchronizing the above frameworks and factors should include the following actions:

- identifying relative priorities in synchronizing key development processes and frameworks
- enhancing congruence of objectives of priority processes under the strategies
- synchronizing timing of key activities
- increasing the use of common coordinating or other functional mechanisms for different strategy processes
- integrating information needs.

4.2.3 Country development framework coordination – institutional aspects

The effectiveness of coordination and convergence is a key aspect of the institutional context for the development of national strategies for sustainable development. All key strategic frameworks envisaged and promoted strong cross-sectoral linkages between government departments and institutions. For example, the Vision 2020, CDF, CCA, GPRS and CPSED all utilized cross-sectoral planning or coordinating groups, and, identified lead and supporting implementing MDA for each thematic areas covered in their frameworks. Correspondingly, there are several instances of cross-sectoral linkages among MDAs at the level of project design and implementation. Also, there are many inter-ministerial coordinating mechanisms, such as for the GPRS. However, there is the need to strengthen intersectoral coordination in development programme implementation.

The NDPC has oversight responsibilities for the preparation, coordination, implementation and monitoring of the medium-term plans and strategic plans prepared by the District Assemblies (DAs) and the MDAs. A major challenge is coordination between the NDPC and the MDAs regarding the preparation of sector strategic plans by

the latter as the MDAs often prepared their plans with inadequate input from NDPC or notification to NDPC of their intentions and arrangements.

The Ministry of Environment and Science coordinates the government actions in sustainable development within the framework of the UNCSA. Indeed, its establishment was an outcome of Ghana's active commitment to the Rio mandate. Thus, it was responsible, for example, for supervising national preparations for the WSSD and in ensuring Ghana's participation in the sustainable development agenda of the UN. Furthermore, its oversight responsibility for the EPA provides another mechanisms for fulfilling its sustainable development mandate. For example, the EPA collaborated with the NDPC in undertaking the SEA of the 2003-2005 GPRS. However, the human resource base of the MES, particularly skills in technical analysis for sustainable development strategy formulation and assessment need to be strengthened.

4.2.4 Strengthening strategy-financial links

Coordination of sustainable development strategy with the budget process is essential. Effective collaboration in development programming between the institutions responsible for strategic initiatives and those for public finance is still evolving. Beginning from the Vision 2020, government has increased efforts to link priority themes and actions of NSDS with budgetary resource allocation. The 2003-2005 GPRS advanced this process but the dichotomy between strategic priorities and public finance allocation persists. Ghana adopted the medium-term expenditure framework (MTEF) in 1999 and the system is progressively being synchronized with NSDS targets. Significant progress has been made in aligning sustainable development priorities to resource allocation. For example, the government and development partners have agreed on areas and protected levels of spending in areas agreed to be essential for sustainable development through the MTEF and MDBS systems.

The links between development priorities and financial resources can be further strengthened through:

- improving the MTEF process, particularly emphasizing spending audits and reviews
- incorporation of key sustainable development themes in MDA plans and budget requests
- increasing the share of budget resources for actual investment in sustainable development, in contrast to overheads expenditures
- greater alignment of donor funds to sustainable development priorities through the MDBS system.

4.2.5 International aspects

Another aspect of coordination is the relationship between strategic initiatives and international and cross-border issues and commitments. The Vision 2020 explicitly dealt with regional issues by including regional cooperation and integration as one of the thematic areas aimed at: (a) implementing ECOWAS priority programmes designed to accelerate regional integration, (b) establishing a Ghana-Nigeria fast-track mechanism to

push the regional integration agenda forward, (c) improving national capacity to manage ECOWAS programmes more effectively (Republic of Ghana 1997). Similarly, the direction and focus of key interventions under both the 2003-2005 GPRS and the CPESD have been informed by considerations of developments in the international arena.

4.3 Success factors in mainstreaming NSDS

Mainstreaming sustainability in development planning involves the effective application of sustainable development principles and practice in development policies, projects, regulations and standards. Institutionalizing NSDS processes also includes mainstreaming strategy development activities into policy and management of public authorities and other stakeholders. Effective mainstreaming of sustainability considerations in local and national planning requires dedicated adherence to the characteristics outlined earlier. The following success factors complement the principles and other characteristics of NSDS:

- integrating development with disaster risk, conflict and other livelihood threats in a comprehensive human security planning framework
- promoting a sustainable development culture, including integrating sustainability considerations in investment decision-making through application of sustainable development instruments such as environmental accounting
- developing conducive enabling environment, including requisite institutional, policy and legal frameworks and capacities
- effective management of strategy processes and mechanisms
- implementation of agreed outcomes of participatory consultations on strategy processes to enhance commitment
- public awareness through effective information, education and communication
- effective sub-regional, regional and international cooperation

5. Strengthening monitoring and learning from NSDS

5.1 Overview of the monitoring situation

Perhaps the weakest link in the strategy process chain is the inadequate monitoring for learning that has characterized development strategy processes in the country. For example, monitoring the Vision 2020 and its implementation through the medium-term plans was not effective. The NDPC developed monitoring formats for information from ministries agencies and district assemblies but could not implement the system (Vordzorgbe 2000). Also, most of the indicators for monitoring the First Step framework were implementation steps or output variables keyed to the Action Plans and were unsuitable for tracking progress on achieving the main Vision 2020 goals and targets (Vordzorgbe and Caiquo 2001).

The framework for monitoring of the 2003-2005 GPRS has improved, compared to the ERP/SAP and the Ghana Vision 2020. For example, the GRPS indicators were derived through a consultative process and selected using a set of six criteria. The indicators are

focused on the GPRS core targets, HIPC triggers, the MDGs and the implementation of the medium-term priorities. An institutional framework for monitoring has been established, as well as an information system and a budget. Annual implementation progress reports have been produced for 2002 and 2003 (Republic of Ghana 2003, 2004) and a Strategic Environmental Assessment (SEA) of the GPRS conducted (NDPC and EPA 2004).

Nonetheless, the monitoring of the GPRS faces significant challenges, generic to development monitoring in Ghana that could undermine its contribution to effective learning from experiences in the future.

5.2 Technical issues in monitoring NSDS in Ghana

5.2.1 Linkage between indicators and strategy

The MES process did not base its indicators on an explicit NSDS because it reflects the four internationally-agreed dimensions of sustainable development: social, economic, environmental and institutional. Hence, the application of the indicators to direct policy formulation appears limited. In effect, the MES indicators reflect desirable status of sustainable development as perceived by the National Committee for Sustainable Development that managed the process. In contrast, the GPRS core indicators were derived as an integral part of national strategy formulation and are directly used in informing national policies, budget resource generation and allocation, building a national participation and, reporting on various development performance objectives and targets (Republic of Ghana 2004).

5.2.2 Monitoring logical frameworks

Monitoring involves tracking progress in achieving stated targets of variables being monitored, commonly: inputs, process, outputs, outcomes, and, impacts. However, these variables are not often differentiated in monitoring exercises in Ghana. In practice, the confusion is greatest concerning variables to be monitored and measures of the variables (indicators, measurement units, and, the current or target states of the variables).

This is partly because few monitoring exercises in Ghana developed comprehensive logical frameworks, such as the Driver-State-Pressures-Impacts-Response (DSPIR) framework, that link variables to be monitored in logical hierarchies. The MES process recognized the utility of the DSPIR framework in analyzing and identifying a coherent set of indicators (Ministry of Environment and Science 2004) but did not classify the proposed indicators according to its components. Similarly, the GPRS monitoring system explicitly acknowledged the framework but did not apply it in classifying the core GPRS indicators contained in both its official GRPS document (Government of Ghana 2003) and the latest annual report (Republic of Ghana 2004). In contrast, the SEA process used the DSPIR approach in proposing indicators to track changes in both the state and (enhanced) outcomes of variables.

Because of the weak clarity regarding variables and indicators and the inadequate application of a logical framework, the technical specification of indicators is sometimes incomplete, while relevant indicators are at times excluded and those included mis-specified or inconsistent.

5.2.3 Multiplicity of monitoring indicator sets

Each sustainable development process comes with its own set of indicators, resulting in a plethora of indicators responding to various imperatives, creating problems of coordination. The main ones of interest in this discussion are the GPRS core indicators, those identified by the Ministry of Environment and Science (MES), and those recommended by the Strategic Environment Assessment.

The GPRS indicators are derived from the thematic areas of focus in the strategy: macro-economic stability, production and gainful employment, human resource development and basic services, and, governance, the vulnerable and the excluded. The MES selected indicators based on a review of indicators proposed by the United Nations Commission on Sustainable Development that cover economic, social, environmental and institutional dimensions of sustainable development (Ministry of Environment and Science 2004). The SEA proposed a third set of more focused but expanded set of indicators solely for monitoring environmental aspects of sustainable development that track three concerns: (a) poverty issues of relevance to the environment, (b) the current state of environmental issues, and, (c) the current state of the environmental resources that support livelihoods of the poor (NDPC and EPA 2004).

5.2.4 Feasibility of covering selected indicators

Monitoring systems in Ghana commonly feature very long lists of indicators. The GPRS set contained 60 indicators (including 20 on production and gainful employment and 15 on human resource development and basic services) while the MES set comprised 135 indicators, including 72 on social aspects and 42 on environmental issues, (Ministry of Environment and Science 2004, Republic of Ghana 2004). Some indicators do not appear necessary at this stage of the country's development. For example, the MES report acknowledged that land contamination by hazardous waste was not a problem at present, nonetheless, it was included as an indicator. The feasibility of adequately covering indicators is further weakened by the gaps in data availability and inadequate internal capacity within several ministries, departments and agencies to track indicators.

5.2.5 Exclusion of indicators for disasters

Ensuring sustainable development requires reduction of vulnerability and development of resilience to hazards. The sets of monitoring indicators under the GPRS, MES and SEA processes include indicators touching on aspects of environmental hazards and various factors of vulnerability. However, despite the stress on environmental indicators in the MES set and the explicit inclusion of disaster management in the GPRS, none of the three

key sets of indicators included explicit indicators for disasters. The gap also partly reflect the low state of knowledge and practice of disaster risk management (Vordzorgbe 2004 B). To effectively monitor disasters and disaster reduction, it would be necessary to cover issues relating to governance and institutional frameworks, risk assessment and early warning, knowledge management, risk management applications, and, emergency response management.

5.3 Means of verification

Means of verification in monitoring provide the documentary evidence of movement in the states of the indicator of interest. However, the means of verification is not always systematic partly because development information is inconsistent and scattered among several institutions, programmes and stakeholders.

The Annual Progress Reports of the GPRS produced by the NDPC should be the starting point for an NSDS monitoring process. Reports of the Ghana Statistical Service (GSS) include the National Population Census, the Ghana Living Standards Survey (GLSS), National Core Welfare Monitoring Survey using the Core Welfare Indicator Questionnaire (CWIQ), the Health and Demographic Survey, and specialized reports on thematic issues. Government agencies produce annual and other reports, including documents on programme and project design, implementation and monitoring, that contain information useful for monitoring sustainable development. However, the scope, focus, consistency and accuracy of several need to be improved.

Universities, research institutions and think tanks produce specialized reports, often based on surveys, that provide very useful information on aspects of sustainable development. However, they have been dominated by the coverage of the economic theme. Examples include the survey of economic developments by the Institute of Statistical, Social and Economic Research (ISSER) and the state of the economy reports by the Center for Policy Analysis (CEPA).

NGO reports may be less applicable for national level monitoring since many of them operate at the local level. However, their reports are useful in providing in-depth coverage of issues useful for sectoral and local-level process and impact monitoring. Donor reports also offer another source of verification information on monitoring indicators. However, all donor reports rely on data available from the national statistical system.

MDAs and donors also commission special monitoring studies that offer in-depth data and analysis of topical issues in sustainable development. An example is the Poverty and Social Impact Analysis Studies (PSIAS) of the NDPC that are aimed at assessing the impacts of the following selected policies on the poor: (a) electricity tariffs as part of energy sector reforms, (b) petroleum pricing policy, (c) tackling vulnerability and exclusion, (d) economic transformation of the agricultural sector, (e) enhancing capacity for pro-poor decentralization (Republic of Ghana 2004). The reports of these studies would constitute useful means of verifying NSDS monitoring indicators.

It is critical to identify or develop a core set of documentation and data sources that can be used to monitor NSDS. The GSS is reorganizing its documentation of development data and information that should enhance its primacy in data generation and contribute significantly to centralizing the main sources of information for monitoring verification.

5.4 Institutional aspects

The effectiveness and efficiency of any monitoring system depends on the strength and capacity of the public and private institutions that provide the data, analysis, reporting and management of the system. It is best to utilize a unitary or coordinated institutional system for monitoring NSDS which builds on similar efforts within the national territory.

A very relevant initiative is the GPRS monitoring system being developed under the leadership of the NDPC (Government of Ghana 2003). Its core would be the GPRS Monitoring and Evaluation Technical Committee to be located within the Monitoring and Evaluation Division in the NDPC. The Committee would implement the NSDS monitoring system, utilizing GSS data mainly, as a line responsibility of the NDPC under the supervision of the ministry responsible for planning. Research and similar institutions would analyze the data and undertake special assessments while civil society would independently assess progress. National Inter-Agency Poverty Monitoring Groups (NIPMGs) would assess progress in thematic areas and provide feedback on performance by reporting directly to the Committee. Both the Committee and NIPMGs would have multi-stakeholder participation. Regional Planning Coordinating Units would coordinate the GPRS monitoring plan at the regional level while District Poverty Monitoring Groups (DPMGs) do so in the districts.

The GPRS monitoring system should provide the framework and the basis for monitoring NSDS: it should be the central monitoring mechanism for national development policies and strategies. This system can be adapted as suggested below for NSDS monitoring as suggested in Box 1.

Box 1: Suggested institutional framework for monitoring NSDS in Ghana

- *government commitment and ultimate policy user*: Office of the President
- *coordination and day-to-day implementation*: NDPC M&E Division
- *MDA responsibility for facilitating the NSDS monitoring system*: Ministry of Environment and Science (particularly for reporting to the United Nations)
- *policy legislation*: the new parliamentary committee on poverty complementing relevant parliamentary committees, such as those on the environment, and, on mining.
- *data generation and collation*: GSS and MDAs together with donors, research institutions and NGOs, as appropriate
- *thematic analysis*: by the National Sustainable Development Committee (NSDC) facilitated by the Ministry of Environment and Science (MES), with input by NIPMGs, and linked to the MDGs assessment process

- *regional, district and local coordination of NSDS monitoring*: Regional and District Planning Coordination Units
- *feedback*: NSDC, NIPMGs, a broadened National Economic Dialogue, civil society

5.5 Learning from monitoring

The experience gained from monitoring should inform the management of and planning for NSDS through effective learning from experience. Continuous learning involves: documentation, analyzing, dissemination, application and feedback. Box 2 proposes some essential steps in promoting learning from NSDS monitoring in Ghana.

5.6 Challenges to monitoring NSDS in Ghana:

Several initiatives have sought to enhance the monitoring of the various strategy processes but their quality, scope and effectiveness varies. Consequently, a key challenge facing the formulation and implementation of NSDS in Ghana is how to effectively monitor and learn from the various processes underway. Government and other stakeholders determine their reasons for monitoring NSDS. In general, however, it is important that NSDS monitoring addresses the following challenges:

- tracking progress towards strategies and performance targets (process monitoring)
- understanding sustainable development trends (monitoring outcomes)
- enhancing convergence of strategy processes
- meeting international obligations
- contributing to learning, adaptation and accountability

The strategic approaches to achieving the above objectives include the following:

- basing monitoring on existing structures and mechanisms
- agreeing a common set of indicators for key strategy processes, including adapting international indicators to national circumstances
- making monitoring people-centered and not a mechanistic judgmental process
- adopting participatory approaches to monitoring
- situating monitoring within the relevant context of what is being monitored
- ensuring that monitoring embodies shared learning and stresses common understanding
- ensuring that monitoring provides a basis for audits for accountability in the governance of sustainable development

Box:2 Steps in promoting learning from NSDS monitoring

- *designing and implementing pro-learning monitoring of NSDS*: through strengthening monitoring processes in general, re-orienting monitoring towards strategic,

performance-based, systems-oriented, participatory, forward-looking and problem-solving monitoring approaches and practices

- *translating monitoring results to lessons learned* : by generating lessons of the proper form and content. For effective learning, development information should be understandable, consistent and properly contextualized
- *depository for documents*: the successful and timely development of the proposed NDPC Documentation Centre would contribute significantly to enhancing monitoring and learning by facilitating the creation of a knowledge base that compiles experience in sustainable development
- *disseminating monitoring results and lessons*: this is one of the weakest areas in knowledge management of NSDS and needs to be significantly improved to place NSDS monitoring outcomes and lessons within the public domain. Effective dissemination processes: (a) use multiple credible information resources, (b) tailor information to the needs of each group, (c) use multiple media and the type appropriate to the target audience, (d) make access to information easy, (e) use incremental, interactive and experiential approaches, (f) have a long-term focus
- *knowledge networking*: through creation of a knowledge platform underpinned by both traditional and electronic information sharing mechanisms, such as a list-serve, websites and the planned GPRS M&E *GhanaInfo* software. Effective networking involves connecting people to ideas and linking people to people to access development information. An expanded National Economic Dialogue that covers broad issues of sustainable development would provide an appropriate platform for knowledge networking
- *feeding back to policy and monitoring from lessons*: a systematic and formal process for channeling useful lessons from monitoring directly to policy users through development of the proposed institutional framework for NSDS monitoring suggested in this paper
- *innovation and testing of new ideas*: through action research involving learning by doing activities

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Appendix 1

Specific development strategy frameworks in Ghana

1. Constitutional development imperatives
 - 1969, 1979 and 1992 constitutions
2. Politically-originated strategies
 - Convention Peoples Party
 - Progress Party/National Patriotic Party
 - National Democratic Congress
3. Long term development vision
 - The 1994 Vision 2020 (1995-2020)
 - The 2002 Coordinated Programme of Economic and Social Development (2003-2013)
4. Economic growth strategies/frameworks
 - the Guggisberg Ten Year Development Plan 1920-1930
 - the Ten Year Plan for the Economic and Social Development of the Gold Coast (which was condensed into a Five-year Plan 1951-1956)
 - the Consolidation Development Plan 1957-1959
 - the Second Development Plan 1959-1964
 - the 1963/64-1969/70 Seven-Year Plan for National Reconstruction and Development 1963/64-1969/70 (popularly known as the Seven-Year Development Plan)
 - the Two-Year Development Plan 1968/69-1969/70
 - the One-Year Development Plan July 1970-June 1971
 - the Five Year Development Plan 1975/76-1979/80
 - the Economic Recovery Program (ERP)/Structural Adjustment Programme (SAP):
 - ERP I (1983-1986)
 - ERP II/SAP (1987-1989)
 - the 1999 World Bank Comprehensive Development Framework Towards Ghana Vision 2020 (CDF)
 - the World Bank Country Assistance Strategy 2000-2003, 2004-2007
 - the 2000 United Nations Development Assistance Framework (UNDAF) Ghana 2001-2005 and related the Common Country Assessments (1997, 1999, 2004)
 - the 2002 Millennium Development Goals (MDG) Review
 - the 2001-2004 Highly Indebted Poor Country (HIPC) programme
 - development strategies for key economic sectors (agriculture, industry, mining, energy/power, etc)
5. Social development and poverty reduction strategies

- the 1987 Programme of Actions to Mitigate the Social Cost of Adjustment (PAMSCAD)
 - the Poverty Reduction Strategy Papers
 - the 1995/96 GPRS
 - the 2003-2005 GPRS: An Agenda for Growth and Prosperity
 - Population policy
 - Health strategy
 - Education strategy
 - Water sector strategy
 - Gender and children
6. Strategies for integrating environment in development
- National Environment Action Plan and Policy process
 - the Strategic Environmental Assessment of the 2003-2005 GPRS
 - Protection of the atmosphere
 - Integrated land resources planning and management
 - Combating deforestation
 - Combating desertification
 - Conservation of biological diversity
 - Management of biotechnology
 - Protection of oceans and coastal areas
 - Management of toxic, hazardous and radioactive wastes
 - Environmental disaster reduction
7. Strategies based on international conventions
- Multilateral environmental agreements (e.g. UNCCF, UNCCD)
 - Regional integration agreements and policies
 - Inter regional cooperation agreements (e.g. Cotonou Agreement)
 - Bilateral agreements
 - Commodity agreements (e.g. fair trade/organic practices)
8. Institutional development strategies
- the 1988 decentralization strategy
 - Public sector reforms under Civil Service Performance Improvement Programme (CSPIP), Public Financial Management Reform Programme (PURFMAP), Medium-term Expenditure Framework (MTEF), National Institutional Renewal Programme (NIRP) and Multi Donor Budget System (MDBS)
 - National Economic Forum 1997
 - National Economic Dialogues (2001, 2004)
 - the 2003 National Medium-Term Private Sector Development Strategy 2004-2008

Appendix 2

Matrix of strategy processes and factors of processes to be synchronized

| Processes | Factors | | | | |
|---|--|--|--|--|---|
| | Major objective | Key activities | Timeframe/planning horizon (periodicity) | Timing of key activities in the year of finalization | Key participants in NSDS process |
| Medium-term planning: GPRS | Medium term growth and poverty reduction | <ol style="list-style-type: none"> 1. conceptualization 2. formal launch 3. Core Teams orientation for a 4. nationwide consultations of various types 4. harmonization 5. linking GPRS to budgets 6. instruction of MDAs 7. national comments 8. policy hearings 9. parliament retreat 10. draft GPRS review and finalization | 3 years | keyed to planning timeframe | <ol style="list-style-type: none"> 1. MDAs 2. community groups 3. communications media 4. labour movement 5. professional bodies 6. student unions 7. women groups 8. NGOs 9. religious bodies 10. local authorities 11. employers 12. research and think tanks 13. legislature 14. political parties 15. development partners |
| World Bank country planning framework (CAS) | Development through effective donor assistance | <ol style="list-style-type: none"> 1. sector note preparation 2. process launch 3. consultations 4. CAS preparation Mission | 3 years | keyed to planning framework | <ol style="list-style-type: none"> 1. World Bank 2. MDAs 3. Civil society, etc |

Table 5 (Continued)

| | | | | | |
|------------------------------------|--|--|---------|--|--|
| UNDAF process | Development through effective UN support | 1. CCA preparation 2. CCA review 3. UNDAF thematic meetings 4. UNDAF preparation | 5 years | Keyed to planning framework | 1. UN 2. MDAs 3. consultants |
| Public financial management: MTEF | Enhancing financial resource management | 1. MTEF Policy Review workshops 2. GPRS/MTEF cross sectoral meetings 3. MDAs policy hearings 4. MDAs budget hearings 5. MTEF draft 6. Draft MTEF approval | 3 years | Keyed to GPRS, MDDBS and annual budget processes | 1. MDAs 2. NDPC 3. IMF, World Bank, development partners |
| Public financial management: MDDBS | Increasing level and effectiveness of donor support for national development | 1. Review framework determination (benchmarks & triggers) 2. IMF reviews 3. Performance Review analyses 4. government-development partner consultations | Annual | To be keyed to GPRS review & new budget cycle | 1. Min. Finance/Plan. 2. MDDBS development partners (AFDB, Canada, Denmark, Germany, EU, Netherlands, Switzerland, UK, World Bank) 3. MDDBS observer development partners (USA, etc) |

Table 5 (Continued)

| | | | | | |
|--|--|--|------------------|---|---|
| Public financial management: Annual Budget | Improved financial management | <ol style="list-style-type: none"> 1. Budget policy setting 2. Budget Guide lines 3. MDA budget preparation 4. Budget hearings 5. Draft budget & review 6. Budget finalization | Annual | <ol style="list-style-type: none"> 1. Budget hearings 2. Budget preparation 3. Budget submission to Parliament: January previously, October/November planned | <ol style="list-style-type: none"> 1. MDAs 2. Parliament |
| National economic dialogue (NED) | Participation and feed back in national development policy | <ol style="list-style-type: none"> 1. planning activities 2. syndicate groups formation 3. thematic reports preparation 4. national stakeholder forum 5. NED report preparation | Annual | May/June | <ol style="list-style-type: none"> 1. MDAs 2. Major stakeholders (as for GPRS) |
| SEA of GPRS | Improved mainstreaming of environment in development | <ol style="list-style-type: none"> 1. planning activities 2. consultants management 3. nationwide stakeholder consultations 4. analyses | 1 year (ad hoc) | Keyed to timeframe | <ol style="list-style-type: none"> 1. MES 2. EPA 3. other MDAs 4. local authorities |
| MDGs review | Tracking progress and challenges in achieving MDGs | <ol style="list-style-type: none"> 1. planning activities 2. consultants management 3. analyses 4. limited stakeholder presentation | 2 years (ad hoc) | Keyed to timeframe | <ol style="list-style-type: none"> 1. UN 2. consultants 3. select MDAs 4. select civil society stakeholders |

