TRACKING PROGRESS ON THE
LOCALISATION OF THE SDGs: LESSONS FOR THE WEST AFRICAN SUB-REGION FROM GHANAIAN LOCAL GOVERNMENTS

GGA
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Tracking progress on the localisation of the SDGs: Lessons for the West African Sub-region from Ghanaian Local Governments

PREPARED BY

David Anaafo (PhD)
Department of Planning and Sustainability
University of Energy and Natural Resources

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About Good Governance Africa

Founded in 2012, the Good Governance Africa is a registered Not for Profit Organization (NPO) with centers in Accra, Ghana covering Anglophone West Africa except for Nigeria which has an independent center in Lagos. For Southern Africa, GGA has centers in Johannesburg, South Africa and Harare, Zimbabwe. New centers have been opened at Goree Institute in Dakar, Senegal to cover Francophone West Africa and Addis Ababa, Ethiopia called the AU Centre.

Good Governance Africa aims to promote good governance in Africa through applied research and critical debate (advocacy). Our publications include Africa in Fact, the African Survey and other projects. Research areas include local governance, land and natural resources, early childhood education and national security. GGA West Africa is also concerned with the promotion of local economic development, urban governance, right to information, justice and accountability, innovation, environmental sustainability (including climate change issues) and leadership.

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List of Acronyms

AAAA	Addis Ababa Action Agenda
APRs	Annual Progress Reports
AU	African Union
CHRAJ	Commission on Human Rights and Administrative Justice
CLGF	Commonwealth Local Government Forum
CPESDP	Coordinated Programme of Economic and Social Development Policies
CSOs	Civil Society Organisations
DMTDPs	District Medium Term Development Plans
DPCU	District Planning Coordinating Unit
FfD	Financing for Development
GGA	Good Governance Africa
GHS	Ghana Health Service
GIZ	German International Cooperation
GSGDA	Ghana Shared Growth and Development Agenda
GSS	Ghana Statistical Service
M & E	Monitoring and Evaluation
MDAs	Ministries, Departments and Agencies
MDGs	Millennium Development Goals
MELR	Ministry of Environment, Lands and Natural Resources
MLGRD	Ministry of Local Government and Rural Development
MMDAs	Metropolitan, Municipal and District Assemblies
MoE	Ministry of Education
MTDP	Medium Term Development Plan
NDPC	National Development Planning Commission
NGOs	Non-Governmental Organisations
NSDP	National Sustainable Development Plan
RCC	Regional Coordinating Council

List of Acronyms

RPCU	Regional Planning Coordinating Unit
SDGs	Sustainable Development Goals
UCLG	United Cities and Local Government
UN	United Nations
UNDP	United Nations Development Programme
UNGA	United Nations General Assembly
UNICEF	United Nations International Children Emergency Fund
VNR	Voluntary National Reports

Executive Summary

The study was aimed at analyzing structures put in place in Ghana to ensure effective mainstreaming and localization of the SDGs in an inclusive, accountable and collaborative manner into national and decentralized policy making. The study was guided by the following objectives:

1. To examine the extent to which the global goals have been mainstreamed into development policy making and implementation at the national and local levels of governance; and

2. To identify challenges to the mainstreaming and localisation of the SDGs and use the findings to promote advocacy. It involved in-depth assessment of medium-term development plans of several MMDAs as well as various other policy documents of government.

The main secondary data included reports from the World Bank, the United Nations (UN), National Development Planning Commission (NDPC), Ghana Statistical Service (GSS), Regional Co-ordinating Councils (RCCs) and Metropolitan/ Municipal / District Assemblies (MMDA's). The study made use of secondary data to analyze the extent to which the global goals have been mainstreamed and localized in Ghana.

The study found out that although there is the existence of a well-structured governance and administrative systems at the national and local levels with well-trained human resources, availability of some level of funding from both central government and other sources to the different layers

of government, most MDAs and MMDAs are still constrained when it comes to the resources required to effectively execute their mandate. Again, the legal and institutional framework for governance in Ghana are robust enough to support the mainstreaming and localization of global into national policy making. There are also conscious efforts to standardize data collection through a process of localization, adaptation or development of proxies to help ensure that different levels of government are working with the same datasets. Based on the above findings, it is recommended that we continue to deepen our decentralized governance structures, improve participation and promote a transparent system of awareness creation and advocacy for the SDGs and linking them up with priority government projects as well as bilateral and multilateral development programmes.

Foreword

The post 2015 Agenda which replaced the Millennium Development Goals (MDGs), has been widely accepted by nations and world leaders who together believe the world stands a better chance of improving human dignity and wellbeing of all if we work together. That commitment culminated in the adoption by world leaders of the Sustainable Development Goals (SDGs).

The SDGs for that matter are seen as an improved development pathway which builds on the successes from the implementation of the MDGs whilst at the same time addressing the challenges encountered during its implementation. Made up of seventeen (17) development goals and a total of sixty-nine (69) targets, the SDGs when effectively implemented, will inch the world closer to achieving desirable outcomes in ecological, social and economic dimensions of development. Specifically, the global goals also known as the 2030 Agenda, are targeted broadly at interventions aimed at eradicating poverty, hunger, exclusion and improving environmental sustainability.

The SDGs came into operation on January 1st, 2016 upon the expiration of the MDGs. However, the design and adoption of the post 2015 global development goals dates back to 2012. To aid in achieving the Goals, the 192 countries that signed onto the SDGs have identified harmonised collaborations and partnerships at the local, national and international levels as critical for success by the year 2030. Ghana's commitment to the achievement of the SDGs has been resolute from the very start as it was one of the first African countries to sign onto the Agreement. For a country that is known for its commitment to democratic and good governance practices since the inception of the Fourth Republic, the adoption of the SDGs is seen as a natural process that synchronises well with its

Foreword

internal development pathways. Another plus to Ghana's potential to achieving the SDGs, is the systems and structures for decentralised planning. However, the existence of the decentralised governance structures in themselves will not lead to the achievement of the SDGs unless there is the conscious effort by state and non-state actors to leverage on the strengths of the system and aligning them to achieve the Goals.

Complementing the work of civil society institutions and other development agents in tracking and reporting on the implementation of the SDGs on the West African Sub-region, the Good Governance Africa – West African Regional Office (GGA-WARO), through this study sought to put a spotlight on the localisation processes of the Ghanaian municipalities towards the achievement of the global goals. The continuous monitoring and reporting on the roll-out of deliberate, conscious and sustained interventions at the local level, hold the key to reducing or eradicating real poverty and hunger, ensuring inclusion in development processes and promoting environmental sustainability. GGA-WARO believes that by tracking the impact of the implementation processes we will be better placed to inform policy making through advocacy and targeted capacity building initiatives.

Tina Asante-Apeatu
Executive Director,GGA WARO

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Chapter One
Background to the Study

1.1 Introduction

World leaders initiated efforts to commission the Sustainable Development Goals (SDGs) as a follow-up to the Millennium Development Goals (MDGs) that had been in place since 2000 in the United Nations General Assembly (UNGA) in 2012. The successes and failures of the MDGs meant that a new initiative was required to sustain the gains made and work towards addressing the challenges (UNDP 2015). It is argued among development theorists and practitioners that the SDGs represent ambitious and bold initiatives to holistically deal with ecological, social and economic dimensions of development (Beisheim and Nils 2016; Lucci and Lally 2016). The 17 goals and accompanying 69 targets represent the international community's collective resolve to holistically tackle humanity's challenges such as poverty, hunger, exclusion and environmental sustainability (Lucci and Lally 2016; UNDP 2015).

The Sustainable Development Goals (SDGs) came into effect on January 1, 2016. Also known as Agenda 2030, the SDGs require coordinated efforts at the local, national and international levels of governance to be implemented successfully (Lu et al., 2016). The UNDP (2014) observes that having dealt with the "what", in terms of the formulation of the SDGs it is also important to consider the "how" to effectively implement them. As part of the "how" they suggest the need to localize the post-2015 development agenda; helping to strengthen capacities and institutions; participatory monitoring, existing and new forms of accountability; partnerships with civil society and other actors; partnerships with the private sector; and culture and development. The suggestions made by the UNDP require

> ## "Ghana has the decentralised governmental structures to promote effective localisation of the SDGs.

that efforts be made at various national levels to localise the SDGs. Similarly, Biermann et al (2017) observe that despite the enormous potential of the SDGs, success will be hinged on a wide array of factors including the formalisation by states of their commitments, deepening governance systems, contextualising the goals and ensuring sectoral integration of the goals.

Ghana is one of the 193 countries that adopted the SDGs in 2015. In addition to the adoption of the SDGs, Ghana expressed its commitment by organising a national launch of the SDGs, leading to enthusiasm among citizens that the goals will be vigorously pursued. Implementation of the SDGs, however, requires of the Government of Ghana to put in place strategies to mainstream them into sectoral and local development plans to ensure efficient and effective implementation. Decentralised governance provides the framework within which to contextualise the goals through strengthened governance arrangements. Therefore, the starting point for localization and effective implementation is to mainstream the SDGs into the decentralised medium-term

Cross-section of participants at an African Youth SDG Summit
source: youthsdgssummit.org

development planning system of the Metropolitan, Municipal and District Assemblies (MMDAs). Medium term development planning by MMDAs enable them ensure that local goals and aspirations are compatible with national and global development goals such as the SDGs.

Fortunately, Ghana has the decentralised governmental structures to promote effective localisation of the SDGs. Ghana

A photograph of the Parliametary Chamber of Ghana-source: africanews.com

has been practicing decentralised planning since 1988. The Global Taskforce of Regional and Local Governments, the UNDP and the UN Habitat have proposed a roadmap for localizing the SDGs, which requires the existence of strong local government systems. This study commissioned by Good Governance Africa – West African Regional Office (GGA – WARO) attempts to unpack the extent to which Ghana, a signatory to the SDGs is actualising this roadmap within its decentralised governance system. This

has become important because as already established "local spaces are ultimately the key site of delivery and development and, as such, local government is central to the success of sustainable development" (South African Local Government Association cited in UNDP, 2014, p. 6).

1.2 From MDGs to the SDGs

The SDGs came into existence in September 2015, through a United Nations General Assembly Resolution, as part of the broader Agenda 2030. The SDGs were formulated and adopted following the expiration of the Millennium Development Goals (MDGs) at the end of the same year. Goal setting at the multilateral level for the purpose of propelling global development is, however, not new. The history of the SDGs is traceable to the UN system itself and the major reasons for which the UN came into being. It is about the quest for a just, freer, prosperous and safe world system.

Historically, multilateral development goal making dates to the last half of the twentieth century, defined mainly by four main themes which were thought to represent the collective aspirations of the worlds people. These themes included peace, freedom, development and environment (National Research Council, 1999). These are, however, outside the scope of this current study and would not be reviewed. The MDGs were adopted by 189 countries in 2000. The thrust of the MDGs was for these countries to work towards eliminating poverty and enhancing development, generally. The MDGs comprised 8 goals, 21 targets and 60 indicators (Pisano

et al., 2015; Kumar et al., 2016).

While modest achievements were made with the implementation of the MDGs, there were also bottlenecks. As such almost all the MDGs have been rephrased and made part of the SDGs. For instance, SDG 1 and 2 are embodied in MDG 1 "eradicate extreme poverty and hunger" while SDG 5, "achieve gender equality and empower all women and girls" is almost couched in the same language as MDG 3 "promote gender equality and empower women" (Pisano et al. 2015). The SDGs derive some lessons from the MDGs although Kumar (2016), identified some divergencies between the MDGs and the SDGs. He indicates that the MDGs were a product of experts in the UN headquarters while the SDGs evolved after extensive and deliberative consultative process which included civil society organizations, 70 Open Working Groups, thematic consultations, public participation among others (Pisano et al., 2015).

The MDGs and the SDGs also differ in terms of sheer numbers and their reach and depth. While the MDGs were made up of 8 goals, 21 targets and 63 indicators, the SDGs have 17 goals with 169 targets and 330 indicators. While the MDGs focused on developing countries with funding support from developed countries the SDGs target both developed

and developing countries (Nunes et al., 2016; Kumar et al., 2016). Also, the support for human rights, human development and equity are embedded in the SDGs and more deeply rooted in the SDGs than they are in the MDGs. The MDGs did not envisage any role for civil society organizations (CSOs) but the SDGs have engaged CSOs from the very onset (Kumar, 2016). Most fundamentally, the SDGs place sustainability at the centre of the development agenda than did the MDGs Nunes et al. (2016).

1.3 Objectives

This study is commissioned by Good Governance Africa – West African Regional Office (GGA – WARO) as part of its research and advocacy agenda to help unpack the extent to which the global goals have been embedded into the decentralised planning and implementation system of Ghana. The study is guided by the following specific objectives:

1. To examine the extent to which the global goals have been mainstreamed into development policy making and implementation at the national and local levels of governance in Ghana; and

2. To identify challenges to the localisation of the SDGs and use the findings to promote advocacy and capacity building.

1.4 Methods

This study makes use of secondary data only to understand the extend of mainstreaming at the decentralised level of governance in Ghana. It is therefore purely a desktop review study. The following methods were, however used to carry out the study. The study made use of data gathered primarily from databases and publicly available sources. Databases searched include ERIC, EBSCO, ScienceDirect, Medline,

ProQuest and JSTOR. Grey literature sources such as Google (and Google Scholar) and PDF Search were also employed. The search terms used include "the sustainable development goals", "The SDGs and local governance", "localising the implementation of the SDGs" "the Ghanaian SDG experience", and "decentralised planning system of Ghana" among others.

The search processes followed Cronin et al.'s (2008) step by step approach to the classical literature review. The steps in the process are (1) initial review of relevant documents on localisation of the SDGs in Ghana; (2) selection of relevant reports and literature for analysis; and (3) analysis of obtained documents. Guided by the process of localisation of the SDGs the research process commenced with the localisation process, through to mainstreaming of the SDGs into district development frameworks and an analysis of the dissemination strategy viz awareness-raising, advocacy, implementation and monitoring.

Other secondary data sources reviewed are key policy papers and reports, primarily in relation to SDG localisation and Voluntary National Reports (VNR) since 2015. Source literature reviewed included reports from the World Bank, the United Nations (UN), National

Development Planning Commission (NDPC), Ghana Statistical Service (GSS), Regional Coordinating Councils (RCCs) and Metropolitan/Municipal/District Assemblies (MMDA's).

It further involved in-depth examination of the experiences of various MMDAs using their Medium-Term Development Plans (MTDPs) and Annual Progress Reports (APRs) available on the website of the National Development Planning Commission and official website of local governments authorities in Ghana

(www.ghanadistricts.com). While most districts used similar processes for mainstreaming largely because of the guidelines usually issued by the National Development Planning Commission (NDPC), efforts were made to engage deeply with the MTDP of some districts scattered across the country. An attempt was also made to understand how some of the flagship programmes of the Government of Ghana are aligned to the SDGs or otherwise. This took into consideration the one district, one factory initiative; free senior high school programme; planting for food and jobs and affordable housing.

1.5 Organisation of the Report

The Report is organised into five (5) main chapters. Chapter One has dealt with the background issues, objectives and methods used for the study. Chapter Two examines Ghana's role in the formulation of the SDGs to make an argument as to why ensuring effective localisation of the goals towards achieving substantial implementation is important. Chapter Three discusses the mainstreaming processes as well as the alignment of national flagship programmes to the SDGs. This is done from the perspective of alignment, adaptation, adoption, needs

assessment, planning, budgeting and monitoring and evaluation. Chapter four deals with the role of MMDAs in increasing citizens understanding of, and awareness about the SDGs. Chapter five summarises the main findings to draw conclusions and make recommendations for advocacy making and policy reforms.

The SDGs came into existence in September 2015, through a United Nations General Assembly Resolution, as part of the broader Agenda 2030.

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Chapter Two
Ghana and the SDGs

2.1 Ghana's Role in Processes Leading to the Formulation of the SDGs

As already indicated the process of formulating the 2030 Agenda for Sustainable Development was led by the United Nations member states. However, unlike the MDGs, there was broad-based global and national consultations with inputs from governmental organizations, CSOs, private sector actors and other groups. Ghana was an active participant throughout the inter-governmental negotiations, advancing strong submissions on poverty, gender, climate change, food security, technical education and partnerships for development. Ghana was also a participant in the global discussions on Financing for Development (FfD) which sought to explore alternative funding arrangements in support of the global sustainable development agenda (NDPC, 2018).

A distinguishing element of the 2030 agenda for sustainable development is the addition of two critical issues, viz, peace and partnership. The 17 goals were seen by the negotiating countries as the most critical areas needed to achieve sustainable national, regional and global development. The goals and the accompanying targets are integrated, indivisible and well-aligned and are therefore not to be seen as a wish list of goals to pick and choose from (NDPC, 2018). Having been part of the processes leading up to the adoption of the SDGs, Ghana is now exploring ways of mobilising resources to realise the goals and meet the targets imposed on her by the SDGs. As a result, Ghana undertook to work towards meeting the commitments of the Addis Ababa Action Agenda (AAAA) on Financing for Development by taking steps to track allocations, costs and financing gaps in respect of the Nation's policy agenda on the SDGs. The Ministry of finance also launched an annual SDGs investment fair in December 2018 in partnership with the Ghana Investment Promotion Centre aimed at facilitating the national resource mobilisation process in support of the implementation of the SDGs. Meanwhile the country has been undertaking Voluntary National Reviews of the implementation of the SDGs (Republic of Ghana, 2019).

HE Nana Addo Dankwa Akufo-Addo, President of Ghana with other Dignitaries at a UN advocate Summit Source: unsdgadvocates.org

2.1.1 National Consultations

Negotiations leading up to the formulation and adoption of the SDGs were started from various country levels. Ghana was among the 50 countries initially selected by the United Nations to embark on in-country consultations to generate inputs towards the formulation of the new global development framework (Post-2015 Agenda). Ghana began the first round of national consultations between November 2012 and February 2013 at both national and sub-national levels towards building national consensus on that which represented the real needs of Ghanaians. The issues emanating from Ghana were made an integral part of the global process of identifying and agreeing on priorities for the post-2015 global development agenda. The consultations enabled key actors in the national process to amplify the voices of the poor, the vulnerable and other disadvantaged and marginalised groups by ensuring that their needs, expectations, interests and aspirations were reflected

in the new framework. The harmonised concerns emanating from the stakeholder engagements in Ghana were issues of inequality, unemployment, sanitation, environment, and human development (health and education). The issues emanating from these consultations were fed into two United Nations documents i.e. "A Million Voices: The World We Want" (2013), and "The Global Conversation Begins" (2013), eventually dovetailing into the SDGs (NDPC, 2018).

While the initial consultations revolved around what we wanted as a people, the second round of consultations focused on generating inputs for the means of implementation of the SDGs. It was held in July 2014, focusing on ways of localizing the post-2015 agenda based on lessons learnt during the implementation of the MDGs. The consultations led to the identification of factors deemed critical to the successful implementation of the SDGs. They included effective public education, wider stakeholder engagement, robust data ecosystems, efficient institutions, timely disbursement of approved budgets, and effective decentralization, especially through fiscal autonomy and human resource development. The results from this second round of national consultations were fed into the Global High-Level Dialogue on localizing the Post-2015 Agenda

which was held in Turin. The dialogue was co-hosted by Ghana and Ecuador with the government of Italy (NDPC, 2018).

2.1.2 Other Critical Functions Performed by Ghana

Ghana also played pivotal role in consultations leading to the formulation of thematic issues. Ghana and Denmark co-coordinated the global consultations on inequality. The final meeting on addressing inequalities in the post-2015 development agenda was held in Copenhagen, the Danish capital in February 2013. The meeting was co-chaired by the Chairperson of Ghana's National Development Planning Commission (NDPC) and the Danish Minister of Foreign Affairs. There were follow-up actions focusing on the African context. Between April 28 – 30, 2014 and as part of the follow-up actions, Ghana collaborated once again with the Danish government, UNICEF, UNDP and many other partners to host the Pan-African summit on inequality. The summit was themed "Tackling Inequalities and Promoting Structural Transformation in Africa". The purpose for the summit was to find appropriate ways of forging linkages and building knowledge partnering based on on-going developmental debates in Africa and the discussions taking place

in the context of the post-2015 development framework for tackling inequalities. The outcome of the Accra conference was critical to the Common African position adopted for the post-2015 development agenda (NDPC, 2018).

2.2 Institutional Framework for Implementing the SDGs in Ghana

Countries are not uniformly and equally endowed. As such there is the recognition that the realities and capacities of various countries will have relevance for their abilities to successfully implement the SDGs. Paragraph 21 of the UN resolution "Transforming Our World: 2030 Agenda for Sustainable Development" specifically states in part that:

…All of us will work to implement the Agenda within our own countries and at the regional and global levels, taking into account different national realities, capacities and levels of development and respecting national policies and priorities. We will respect national policy space sustained, inclusive and sustainable economic growth, in particular for developing States, while remaining

Shot from the pan African Conference on Inequality hosted in Ghana
Source: pambazuka.org

consistent with relevant international rules and commitments" (United Nations, 2015; p. 6).

Obviously, there is some universal acknowledgement that regional and sub-regional dimensions, regional economic integration and inter connectivity in sustainable development within the context of regional and sub-regional frameworks are essential to efforts to effectively translate sustainable development policies into concrete actions at the national level (NDPC, 2018).

Even before the adoption of the SDGs by world leaders, the first Ten-Year Plan for the African Union's Agenda 2063 was adopted by African leaders. Titled Agenda 2063: The Africa We Want, the document itemises 7 aspirations and 20 goals broadly covering areas such as the desire of Africans for prosperity and well-being, unity and integration, freedom from conflict, improved human security, and a strong identity, culture and values. The 20 goals around which the Agenda 2063 revolve have been aligned to the 2030 Agenda and the results show that the two are highly complementary, with the scope for developing a plan for harmonized implementation. For instance, goal 20 of the AU Agenda, "engaged and empowered youth and children" is linked to the SDG 4, "ensure inclusive and equitable quality education and promote lifelong learning opportunities for all" and SDG 5 "achieve gender equality and empower all women and girls" (https://au.int/agenda2063/sdgs, last accessed, June 9, 2021).

Ghana has its own institutional arrangements for planning based on over three-decades long practice of decentralised planning. Ghana therefore tracks the implementation of the SDGs primarily through the decentralized planning system as set out in the National Development Planning (Systems) Act, 1994 (Act 480). This is a system by which planning functions have been delegated to various Ministries, Departments and Agencies (MDAs); as well as local government bodies generally known as Metropolitan, Municipal and District Assemblies (MMDAs). The National Development Planning Commission (NDPC) is at the apex of the decentralised planning system, responsible for facilitating, coordinating and harmonising national planning efforts. The decentralized planning system is designed to deepen participation, deliberation and collaboration between government agencies, private sector entities, civil society organizations, academia, bilateral and multilateral development partners and indeed the wider Ghanaian public interested in the preparation and implementation of MTDPs. Within the framework of the

SDGs, new coordination structures have been established to deepen intersectoral collaboration and partnerships. Figure 2.1 depicts the new national framework for the implementation of the SDGs.

The President (Co-Chair, Eminent SDGs Advocate)

SDGs Advisory Unit

Supervising Role

High-Level Ministerial Committee

Coordinating Role (2030 Agenda)

UN Country Team

Development Partners

Implementation Co-ordination Committee

CSOs Platform for SDGs

SDGs Philanthropy Platform

Ghana Audit Service

CHRAJ

Technical Committee

Decentralised Planning System

Regional Coordinating Council

National Development Planning Commission

Ministries, Departments and Agencies

Metropolitan, Municipal and District Assemblies

- Civil Society Organisations
- Private Sector
- Traditional Authorities
- Faithh-based Organisations
- Philantropic Organisations
- Academia etc

Key

International Agencies

New structures set up to augment the decentralised planning system

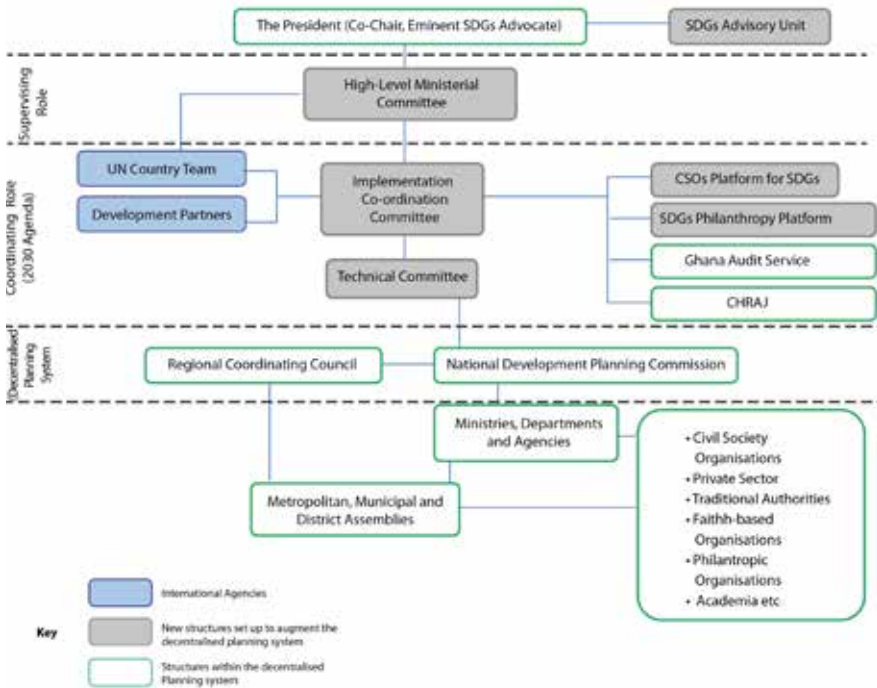Structures within the decentralised Planning system

Fig. 2.1 Institutional Framework for Implementation of the SDGs
Source: Modified from Government of Ghana (2019, p. 23)

Figure 2.1 shows that the presidency plays a pivotal role in the governance of the SDGs in Ghana, based on advice provided by the SDG Advisory Unit and the high-level ministerial committee. The high-level ministerial committee is chaired by the minister responsible for planning and composed of 15 ministers. The committee plays a steering role and has the mandate to provide strategic direction for the implementation of the SDGs and the AU Agenda 2063. They perform their functions by ensuring that there is effective coordination among state agencies and by forging partnerships with non-state actors. The purpose for the creation of the high-level ministerial committee is to ensure that the implementation of the SDGs adopt a broad-based, cross-cutting, cross-departmental approach that involves all parts of government and promotes the active participation of the public (Government of Ghana, 2019).

Right below the high-level ministerial committee is the implementation coordination committee. Government recognises that the realisation of the SDGs hinges on the actions of disparate governmental, non-governmental and private sector actors, hence the need for this committee. Membership of the committee is drawn from 10 key ministries and agencies, as well as the Office of the President,

Philanthropic organizations, and civil society organizations. The committee is tasked to ensure cross-sectoral coordination and multi-stakeholder partnerships in the implementation, monitoring and evaluation of the SDGs and the AU Agenda 2063. The committee also has the onerous role of leading the SDG localisation processes by managing domestic and international stakeholder engagement, and carrying out regular follow up, review and reporting on the progress of implementation. Where necessary representatives of other organizations are co-opted onto the committee. The NDPC serves as the secretariat to the committee (Government of Ghana, 2019).

Right below the implementation coordination committee is the SDGs technical committee. Membership of this committee is drawn from representatives of all MDAs, selected civil society organizations, and private sector organizations. Members of the committee are responsible for the provision of technical support for the implementation of the SDGs and the AU Agenda 2063 in their sectors and organizations. Their tasks are to champion the implementation of the SDGs and the Agenda 2063, ensure that the development plans of their respective organizations are aligned with the goals and targets, provide accurate and timely data for tracking progress, and provide technical backstopping to local authorities,

civil society organizations and other interested parties. The committee is also expected to support advocacy, awareness creation and public education on the SDGs and the Agenda 2063 (Government of Ghana, 2019).

Another critical creation in support of the localisation of the SDGs is the Ghana National Civil Society Platform on the SDGs. The platform was launched in October 2015 to promote a more collaborative and coordinated engagement among CSOs and between CSOs and the government on the SDGs. The CSOs platform was institutionalised in May 2016 and has more than 150 member organisations, consisting of coalitions, associations, unions, community-based organisations, local, national and international non-governmental organisations, and religious groups. The platform has been divided into 17 sub-platforms, one for each of the 17 SDGs. The vision of the CSOs platform is to be the coordinating platform for CSOs in Ghana in pursuit of achieving the SDGs by 2030. The CSOs

President Nana Addo dankwa Akufo Addo with members of the interministerial committee for SDGs implementation in Ghana
Source: sdginfo.org

platform's mission is to bring civil society organisations across Ghana together to foster joint efforts, partnerships with key stakeholders and effective advocacy for achieving the SDGs at the national, regional and international levels (https://hffg. org/cso-platform-sdg-ghana/, last accessed, June 10, 2021).

In terms of localisation, the governance structure recognises that actual implementation happens at the level of regions, MDAs and MMDAs, and the CSOs. Implementation involves planning, budgeting and actual execution of programmes and projects. the sections that follow will therefore discuss the systems in place for planning and budgeting and how provisions are made for mainstreaming the SDGs into those processes.

2.3 The National Development Planning System of Ghana

Ghana is one of the countries that has been implementing decentralisation reforms dating back to 1988. The development planning system of Ghana is a three-tier, hierarchical structure involving central, regional and local levels of planning. Local level planning is vested in MMDAs and involves the process of initiating, planning and implementing plans in a holistic manner to ensure the

sustainable development of towns and villages. The planning process which is governed by varied pieces of legislation is supposed to be participatory as much as possible, employing different media to solicit and canvass for stakeholder inputs and involvement in the processes.

Legally and functionally, Ghana's development planning system which embodies broad national policy making and goal setting and detailed local level strategies and actions within a decentralized structure of governance is organized to be 'participative', 'communicative', 'collaborative', 'transactive' and 'deliberative', whichever way one examines it. Currently, boasting of 16 administrative regions and 260 Metropolitan, Municipal and District Assemblies Ghana is relatively well decentralised, although recent studies (Anaafo, 2018; Ayee, 2008) suggest some level of recentralisation. Within the national development planning structure, there are significant opportunities for localisation of the SDGs. Figure 2.2 depicts pictorially the decentralised structure for planning in Ghana.
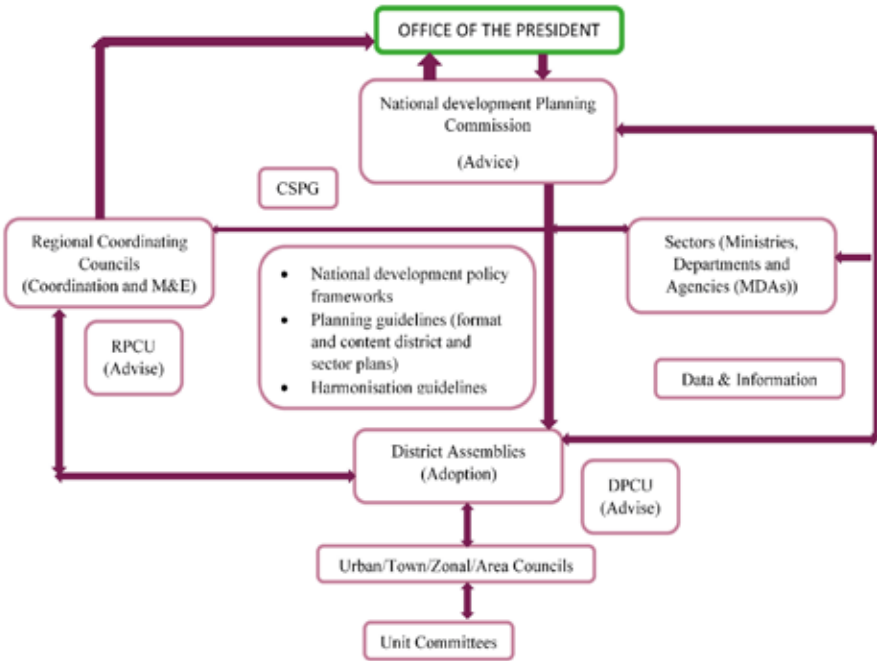
Fig. 2.2 The Decentralised National Development Planning System
Source: Modified from National Development Planning Commission (2019, p. 128)

As clearly depicted in Figure 2.2 Planning starts at the bottom but involves significant interactions between MMDAs, the RCCs, Sector Ministries and the NDPC. These interactions are intended to ensure that even though needs assessment and goal setting are done at the local level, they are properly aligned with national goals and priorities. The District Planning Coordinating Units (DPCUs) and the Regional Planning Coordinating Units (RPCUs) provide technical backstopping for harmonising, coordinating, and facilitating decentralised planning and implementation at the local and regional levels, respectively.

The decentralisation policy framework of Ghana has five broad policy goals in the areas of political decentralisation and legal reforms, administrative decentralisation, decentralised planning, fiscal decentralisation and popular participation. The policy objective for decentralised planning is "to strengthen local level capacity for decentralized and participatory planning and budgeting and their integration with the national agenda; strengthen the local capacity for spatial planning and facilitate local economic growth, employment and income generation". The policy objective for popular participation is "to promote local democracy, participation and accountability through strong and viable stakeholder involvement and to clarify and strengthen the roles and relationships between key non-state actors such as chiefs and traditional authorities and civil society groups in local governance" (Ministry of Local Government and Rural Development, 2010, p. 15). These policy goals embedded in the decentralisation policy framework coupled with the institutionalised process for planning provide appropriate avenues for localising national and global goals.

2.4 Legal Basis of the National Development Planning System

The national development policy formulation process, the planning and M&E functions as performed within the decentralized planning system of Ghana is supported by diverse pieces of legislation. These include the Constitution of Ghana, Acts of Parliament, Legislative Instruments and other statutory provisions. The key planning related pieces of legislations with their relevant provisions have been categorised as follows:

1. The Constitution of the Republic of Ghana, 1992

a. Article 36 (5) of the Constitution
b. Articles 86 and 87 of the Constitution

2. Acts of Parliament

a. National Development Planning Commission Act, 1994 (Act 479)

b. National Development Planning (System) Act, 1994 (Act 480)

c.Environmental Protection Agency Act, 1994 (Act 490)

d. Institute of Local Government Studies Act, 2003 (Act 647)

e. Petroleum Revenue Management Act, 2011 (Act 815)

f. Ghana Infrastructure Investment Fund Act, 2014 (Act 877)

g. Public Financial Management Act, 2016 (Act 921)

h. Land use and Spatial Planning Act, 2016 (Act 925)

i. Local Governance Act, 2016 (Act 936)

3. Legislative Instruments

a. Environmental Assessment Regulations, 1994 (L.I. 1652)

b. Financial Administration Regulation, 2004

c. Local Government (Depts. of District Assemblies) (Commencement) Instruments, 2009 (L.I.1961)

d. National Development Planning (System) Regulations, 2016 (L.I. 2232)

4. Other Statutory Provisions

a. Statistical Service Law, 1985 (PNDC Law 135)

b. Civil Service Act, 1993 (PNDC Law 327)

2.5 The Planning and Budgeting Processes

The planning process starts with the formulation of the national development policy framework comprising national development goals, policy objectives and strategies. These are implemented through development plans prepared by the MDAs and MMDAs as illustrated in Figure 2.3. The plan preparation, implementation and M&E are facilitated by guidelines issued by the Commission. The plans of MDAs and MMDAs are the means for implementing the national development policy frameworks and budgeting at all levels.
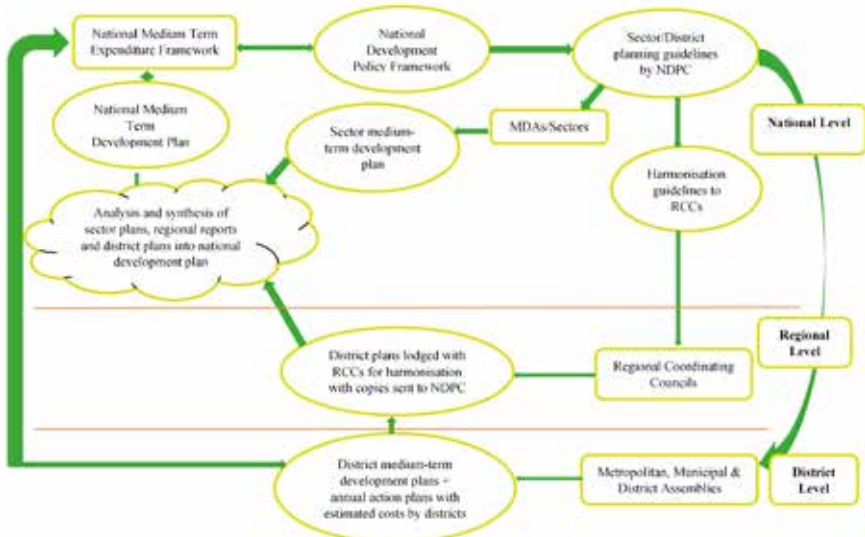
Fig. 2.3 Decentralised National Development Planning Process
Source: Modified from National Development Planning Commission (2018)

MMDAs went through a medium-term planning cycle between 2018 and 2021. Currently they are embarking on another cycle to formulate plans that will be implemented between 2021 and 2024. The 2018 – 2021 MTDPs were implemented after they had been approved and certified by the NDPC to ensure that they were consistent and aligned with national development policies and priorities as required by Section 18, Subsection 1 of the National Development Planning (System) Regulations, 2016 (Ll. 2232). They were also required to be aligned with the SDGs and the AU Agenda 2063.

MMDAs were expected to ensure that all programmes and projects budgeted for in the financial year emanated from their Annual Action Plans. The Annual Action Plans formed the basis for the preparation of the district programme-based budgets in relation to the Public Financial Management Act 2016 (Act 921). Data and information were to be collected on the indicators to assess the level of achievement of set targets. These were to be analysed and reported in the quarterly and annual progress reports of the various MMDAs. These reports are usually intended to inform policy reviews and initiate a new cycle of policy formulation as is currently being done with the 2021 – 2024 planning cycle.

2.6 Institutional Arrangements (Planning Authorities) of the Decentralised Planning System

The National Development Planning Commission Act, 1994 (Act 479) gives effect to Articles 86 and 87 of the 1992 Constitution of the Republic of Ghana by prescribing the structure and general functions of the NDPC while the National Development Planning (System) Act, 1994 (Act 480) specifies the planning, coordination and M&E functions of the Commission together with the other planning authorities. As the apex planning body, NDPC is required by Act 480 to regulate the decentralised national development planning system with legislative instruments and guidelines as well as prescribe the format and content of development plans (usually through issuance of guidelines) for MMDAs and MDAs.

The planning functions, in accordance with both Acts 936 and 480, include providing relevant data and information to the district planning authorities to facilitate the preparation of district development plans, coordinating the plans and programmes of the district planning authorities and integrating the plans and programmes into national development policies and priorities for consideration and approval by the Commission. Other functions include monitoring and

evaluating the implementation of the programmes and projects of the district planning authorities within the region.

The Regional Co-ordinating Councils planning functions, in accordance with both Acts 936 and 480, include providing relevant data and information to the district planning authorities to facilitate the preparation of district development plans, coordinating the plans and programmes of the district planning authorities and integrating the plans and programmes into national development policies and priorities for consideration and approval by the Commission. Other functions include monitoring and evaluating the implementation of the programmes and projects of the district planning authorities within the region. The planning functions of the RCC are performed by the Regional Planning Coordinating Unit (RPCU), established under Section 190 of Act 936.

In relation to their planning functions, the MMDAs are required to initiate and prepare for the approval by the Commission district development plans and settlement structure plans in the manner prescribed by the NDPC and ensure that the plans are prepared with the full participation of the local community. They are to carry out studies on development planning matters in the district including economic, social, spatial, environmental, sectoral and human settlement issues and policies, and mobilise human and physical resources for development in the district.

Other planning functions include initiating and coordinating the processes of programming, budgeting and implementation of district development plans, programmes and projects, integrating and ensuring that sector and spatial policies, plans, programmes and projects of the district are compatible with each other and with national development objectives issued by the Commission. The rest are synthesising the policy proposals on planning in the district into a comprehensive framework for the economic, social and spatial development of the district, including human settlements and ensuring that the policy proposals and projects are in conformity with the principles of sound environmental management. MMDAs are also to monitor and evaluate the development policies, programmes and projects in the district, and provide the Commission with such data and information as it may require. The planning functions of the MMDAs are to be performed through the district planning coordinating units (DPCUs).

Section 84 of the Local Governance Act, 2016 (Act 936) established the

DPCU while Section 85 prescribes its functions to assist the District Assembly (DA) to execute designated planning functions. Section 2 of LI 2232 enjoins a department of the DA to prepare a district sectoral plan in consultation with stakeholders as an input into the drafting of the DMTDP by the DPCU. The functions of DPCUs therefore, include collating and synthesising the district sectoral plans in preparing the MTDP, coordinating planning activities of sectoral departments in the district and providing data as may be required by NDPC.

Sub-metropolitan district councils, Urban/Town/Zonal and Area Councils are subordinate bodies of the district assemblies serving as rallying points of local enthusiasm in support of the development objectives of the district assembly. They prepare sub-district plans as input into the MTDP, mobilise resources for implementation, and monitor and evaluate sub-district development plans.   Unit committees are in close touch with the people. They play the role of mobilizing the communities for public hearings, education, organizing communal labour for implementation of development plans, raising revenue and ensuring environmental cleanliness, registering births and deaths, providing data, monitoring and evaluating community development plans.

It is within this detailed and elaborate decentralised structure that the localisation of the SDGs is taking place. The legal and institutional structures created to support local governance and decentralised planning are the conduit for localising global and national goals through advocacy and awareness creation.

2.7 Planning Guidelines for the Preparation of Local Plans

The United Cities and Local Governments (2018) identified four challenges that could derail the successful implementation of the SDGs. They are how to ensure alignment of the SDGs with municipal plans/programmes/budgets; having the SDGs endorsed by local politicians/parties; monitoring implementation of the SDGs; and securing funding for SDG-related work. It sees opportunities in encouraging long-term, integrated (economic, social and environmental) approaches, and developing multi-stakeholder partnerships to promote the SDGs.

In January, 2018 The National Development Planning Commission provided guidelines to facilitate the preparation of district medium-term development plans in accordance with Sections 1 (2 to 4), 11 of the National Development Planning

(System) Act 1994 (Act 480), Sections 1 to 13 of the National Development Planning (System) Regulation, 2016, LI 2232, Sections 83 ((1a-h), 3, 4) and 86 (1-4) of the Local Governance Act, 2016 Act 936.

This document was the fifth in a series, launched in 1996 and the second set of combined guidelines for the preparation of district medium-term development plans (DMTDPs) including monitoring and evaluation (M&E); and Annual Progress Reports (APRs) from 2018 to 2021. The guidelines were designed to assist in the translation of policy goals, objectives and strategies of the "Medium-Term National Development Policy framework, "An Agenda for Jobs: Creating Prosperity and Equal Opportunity for All; (Agenda for Jobs)" as informed by the President's Coordinated Programme of Economic and Social Development Policies, 2017-2024.

The Agenda for Jobs, 2018-2021 is driven by the vision to: "create an optimistic, self-confident and prosperous nation, through the creative exploitation of our human and natural resources, and operating within a democratic, open and fair society in which mutual trust and economic opportunities exist for all". It had been mainstreamed with the Sustainable Development Goals (SDGs), African Union Agenda 2063 and the Paris Climate Change Agreement

Beneficiaries of Youth Employment programme
source: yea.gov.gh

(COP21) for adoption at the local governance level. Specifically, the guidelines had been prepared to:
1. Enhance knowledge of the institutional context for plan preparation;
2. Provide the medium-term national development policy context for plan preparation by districts;
3. Present a step-by-step guide for preparing a district development plan;
4. Define the format and content of a district development plan;
5. Provide some recommended tools and analytical techniques to support the process of plan preparation by a district assembly;
6. Enhance understanding of the link between the national development policy framework and implementation of international development frameworks such as AU Agenda 2063, UN Agenda 2030 (SDGs), etc.; and
7. Provide a guide for ensuring effective public participation in the preparation of a district plan.

2.8 Challenges to Mainstreaming the SDGs

It has been estimated that funding the SDGs will require yearly investments of US$6 trillion, or US$90 trillion over 15 years (Akenroye et al., 2018). During the 2015 "Addis Ababa Action on financing for development", countries pledged to use their domestic resources and funding sources to achieve the goals and targets of the SDGs (Nolte, 2018). However, domestic resources are woefully inadequate, and the Addis Ababa Action Agenda failed to allay fears that there are inadequate domestic resources to address the goals (Kumar et al., 2016). It has, however, been suggested by Lucci & Lally (2016) that improving revenue mobilisation through the imposition of indirect taxes can increase the revenues available to governments' for purposes of tackling the SDGs. Meanwhile concerns have also been raised about the potential of indirect taxes to worsen the poverty situation in developing countries. In the Ghanaian context, Government perennially runs huge budget deficits and it is unlikely that domestic sources of funding will be sufficient to address the SDGs.

Aside funding constraints there is also the issue of how to measure progress towards the SDGs. It is argued that a lot of the SDG targets are not quantified and the indicators for measuring some of the programmes are yet to be identified. In most developing countries including Ghana there are issues of data availability, capacity of governmental agencies and employees to perform their functions, and the seeming absence of accountability of the ministries, at the national and local levels of governance (Kumar et al., 2016) which makes measuring the progress of the goals more daunting. These two main issues are critical for Ghana, a resource poor country with weak institutional capacities. If these challenges can be overcome, then Ghana already has the institutional and legal systems to support the localisation and effective implementation of the SDGs.

Aside funding constraints there is also the issue of how to measure progress towards the SDGs.

2.9 Conclusion

The conclusion that can be drawn from this chapter is that Ghana played a pivotal role in processes and activities leading to the adoption of the SDGs by world leaders. While Ghana was one of the 50 countries initially selected for the in-country consultations, the country also partnered Denmark and other development partners to coordinate global consultations on the thematic issue of inequality. Following the adoption of the SDGs, Ghana has again been instrumental in ensuring that governmental structures are harnessed and improved to support the mainstreaming of the SDGs in various governmental programmes and projects at the levels of MDAs and MMDAs. These have ranged from the establishment of the SDGs advisory unit in the Office of the President through to the High-Level Ministerial Committee, the Implementation Committee, the Technical Committee, the CSO platform and Philanthropy Platform. Supported by well-established governmental institutional structures these bodies are coordinating their efforts towards the implementation of the SDGs in Ghana.

03

Chapter Three
Localising the SDGs in Ghana

3.1 Integrating the SDGs into Medium Term Plans of MMDAs

Ghana is strongly decentralised with 260 MMDAs as well as various sub-structures. There are also legal provisions for community involvement, for example in development planning. National SDGs coordination is done through the National Development Planning Commission (NDPC) and the SDGs Implementation Coordinating Committee; with the latter bringing together key ministries/agencies (including MLGRD and the Ghana Statistical Service) and other stakeholders including CSOs. The SDGs are incorporated into the Agenda for jobs: creating prosperity and equal opportunity for all (First Step) (2018-2021) and the Long-Term National Development Plan (2018-2068) alongside the African Union (AU) Agenda 2063. Annual progress reports are prepared at national, sector and District level and a special report is produced every two years (starting 2017). In 2018 NDPC produced a detailed SDGs Indicator Baseline Report which aligns each SDG to the 2018 budget and also makes the link to the Coordinated Programme of Economic and Social Development Policies (CPESDP) 2017-2024.

Localization of the SDGs refers to the process of defining, implementing and monitoring strategies at the local level for achieving global, national and sub-national sustainable development goals and targets (Uittenbroek et al., 2012). This involves concrete mechanisms, tools, innovations, platforms and processes to effectively translate the development agenda into results at the local level. The concept of localisation should, therefore, be understood holistically, beyond the institutions of local governments to include all local actors through a territorial approach that includes civil society, traditional leaders, religious organisations, academia, and the private sector among others (Duah et al., 2019).

The ambition and scope of the SDGs makes it impossible for government alone to achieve the agenda. There is growing awareness and acknowledgement by the international development community and national governments that the local sphere of government is in the best position to facilitate the mobilisation of local development stakeholders, notably NGOs and private sectors, local communities and national and international organisations for promoting

inclusive sustainable development for their respective localities (Lu et al., 2016). This implies the adoption of an inclusive approach that utilises local knowledge to adapt the ambitious global development agenda to specific local circumstances.

This will entail multi-stakeholder engagement at national level as well as local-level adaption, implementation and monitoring of the SDGs. The adoption of the 2030 Agenda for Sustainable Development and its 17 SDGs and their 169 targets in 2015 was marked by the realisation that to be effective, implementation of the SDGs has to be bottom-up, not top-down. This means deploying a multi-stakeholder approach at the heart of which is the concept of localising the SDGs, through local governments, and through civil society organisations (CSOs) and other local stakeholders (Biermann et al., 2017).

The SDGs are reflected in the President's Coordinated Programme of Economic and Social Development Policies (2017-2024), which sets out the goals and aspirations for national development. The programme forms the basis for the preparation of the detailed medium-term national development policy framework (2018-2021) which had strategies that are consistent with the targets of the SDGs. The associated Results Framework also had many of the SDGs indicators. The medium-term plans (2018-2021) of Ministries,

Departments and Agencies (MDAs), as well as that of the Metropolitan, Municipal and District Assemblies (MMDAs) are based on the medium-term national development policy framework. In addition, the national budget statement and economic policy of government serve as the primary vehicle for financing the SDGs and Agenda 2063. The integration and localization of the SDGs within Ghana's development context involves three main stages, which are further discussed below.

3.1.1 Alignment

Prior to the declaration and adoption of the SDGs by world leaders, Ghana was already implementing its own national development framework, dubbed the Ghana Shared Growth and Development Agenda (GSGDA II, 2014 – 2017). The policy objectives in the framework were considered in relation to the goals and targets of the SDGs to assess the nexus between the national and global frameworks and to identify gaps. The NDPC provided guidelines for mapping and aligning sector and district development plans to the SDGs and the AU Agenda 2063 and organized orientation workshops on the alignment process for about 700 public officers involved in planning and budgeting at various levels of the country's governance structure. The NDPC issued guidelines to all MMDAs on their 2014-2017 DMTDPs

*Officials of GIPC and UNDP at the launch of the
Global Investor for Sustainable Development (GISD) Platform
source: newsghana.com.gh*

on January 21, 2016 (see Appendix), to undertake such a harmonisation exercise, and to streamline government's engagement with UN agencies and other development partners over the SDGs. All MMDAs were required to ensure that as much as possible their medium-term plans reflect the goals and targets of the SDGs; where there is no alignment or convergence, this must be stated. Table 3.1 is a copy of the sample issued by the NDPC and sections of the National alignment document.

Table 3.1 The Medium-Term Policy Framework (GSGDA II) & SDG's- A Sample

| Thematic Area | GSGDA II | | | | Corresponding SDG | |
	Key Focus Area	Issue	Policy Objectives	Strategy	Goal	Targets
Ensuring and Sustaining Macroeconomic Stability	Fiscal Policy management	Leakages in revenue collection	2.1 Improve fiscal revenue mobilization and management	2.1.1 Eliminate revenue collection leakages	17	17.1 Strengthen domestic resource mobilization, including through international support to developing counties, to improve domestic capacity for tax and other revenue collection
Oil and Gas Development	Employment creation	High national unemployment levels especially amongst the youth	3.1 Leverage the opportunities offered by the oil and gas industry to create decent jobs	3.1.1 Ensure effective implementation of the local content policy as it relates to employment in the oil and gas industry 3.1.2 Ensure companies comply with regulation in labor recruitment	4	4.4 By 2030, substantially increase the number of youth and adults wo have their skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship

Source: National Development Planning Commission (2015)

Cont'd Table 3.1 The Medium-Term Policy Framework (GSGDA II) & SDG's- A Sample

Thematic Area	GSGDA II				Corresponding SDG	
	Key Focus Area	Issue	Policy Objectives	Strategy	Goal	Targets
Infrastructure and Human Settlement Development	Water, Environmental Sanitation and Hygiene	Inadequate access to quality and affordable water	13.2 Accelerate the provision of adequate and safe affordable water	13.2.5 Strengthen PPPs in water provision 13.2.11 Establish a "Water Fund" to support implementation of a pro-poor pricing regime in urban areas	1	1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance
Human Development, Productivity and Employment	Education	Inadequate and inequitable access particularly after the basic level and for persons with special needs	1.1 Increase inclusive and equitable access to and participation in education at all levels	1.1.1 Remove the physical, financial and social barriers and constraints to access education at all levels	4	4.1 By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes 4.2 Build and upgrade educational facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environment for all

Source: National Development Planning Commission (2015)

Table 3.2 also shows the nexus between the goals of the then envisaged Long Term National Development Plan and the SDGs as well as the AU Agenda 2063 while Table 3.3 and 3.4 show how Asuogyaman District Assembly and the East Akim Municipal Assembly in the Eastern Region of Ghana aligned their 2014 – 2018 MTDPs under the GSGDA II based on the NDPC guidelines and requirements for MMDAs to the SDGs and the AU Agenda 2063.

Table 3.2 LTNDP Goals, SDGs and Agenda 2063

LTNDP	SDGs	Agenda 2063
Goal 1: Create an equitable, united and healthy society	Goals: 1,3,4,5,10,16	Goals: 1,2,3,16,17,18
Goal 2: Build an inclusive and resilient economy	Goals: 1,2,7,8,9,12,14,16	Goals: 4,5,6,20
Goal 3: Build safe, well-planned and sustainable communities	Goals: 1,6,7,9,11,12,13,14,15	Goals: 7,10
Goal 4: Build effective, efficient and dynamic institutions for development	Goals: 1,16,17	Goals: 11,12,13,20
Goal 5: Strengthen Ghana's role in international affairs	Goals: 1, 10	Goals: 8,9,14,15,16,19

Source: : National Development Planning Commission (2017)

Table 3.3 Alignment of District Development Issues with the GSGDA II and the SDGs

Thematic Area	DMTDP				Corresponding SDG	
	Key Focus Area	Issue	Policy Objectives	Strategy	Goal	Targets
Enhancing competitiveness of Ghana's Private Sector	1. Private Sector Development	Inadequate job creation	1.5 Expand opportunities for job creation	1.5.2 Support the creation of business opportunities 1.5.4 Enhance competitiveness of local companies	8	8.6 By 2020, substantially reduce the proportion of youth not in employment, education or training
	3. Growth and Development of MSMEs	Limited access to finance		3.1 Improve efficiency and competitiveness of MSMEs	8	8.3 Promote development-oriented policies that support productive activities, decent hob creation, entrepreneurship, creativity and innovation, and encourage the formalization and growth of micro-small-and medium-sized enterprises, including through access to financial services
	5. Developing the Tourism Industry	Limited exploitation of potentials in the tourism sector Limited attention to the development of tourism at the local level	5.1 Diversify and expand the tourism industry for economic development	5.1.3 Promote Public Private Partnerships for investment in the sector 5.1.5 Strengthen collaboration and coordination among key stakeholders to develop the tourism sector 5.1.6 Encourage the expansion of tourism event attractions	1	1.4 By 2030, ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance

Source: Asuogyaman District Assembly, (2014)

Table 3.4 Alignment Matrix (SDGs with DMTDP 2014-2017)

	DMTDP				Correspond-ing SDG	
Thematic Area	Key focus Area	Issue	Adopted Policy Objective	Adopted Strategy	Goal	Targets
Ensuring and Sustaining Macroeconomic Stability	Fiscal Policy management	Leakages in revenue collection Weak budget formulation and implementation	1.1 Improve fiscal revenue mobilization and management	1.1.1 Eliminate revenue collection leakages 1.1.2 Strengthen revenue institutions and administration 1.1.3 Strengthen mobilization and management of revenue	17	17.1 Strengthen domestic resource mobilization, including through international support to developing counties, to improve domestic capacity for tax and other revenue collection

Source: East Akim Municipal Assembly (2014)

3.1.2 Adaptation

Following the alignment exercise, the targets and indicators of the SDGs were reviewed and amended, where necessary, to suit Ghana's development context. The amendments took into consideration national circumstances, data requirements, statistical capabilities, and national aspirations. These formed the elements of matrices covering Medium-Term Policies and Strategies 2018 – 2021, from which the MMDAs adopted their aligned policy objectives and Strategies. Table 3.5 is an extract from the matrices for the Medium-Term Policies and Strategies, 2018-2021 as adapted to the SDGs and the AU Agenda by the NDPC.

Table 3.5 Matrices of Medium-Term Policies and Strategies (2018 -2021)

Focus Area	Key issues	Policy Objectives	Strategies	Implementing and Collaborating Agencies	Global/regional linkages
6. Poverty and inequality	High incidence of poverty Disparity in rate of decline of poverty across the country and among different population groups Unequal spatial distribution of the benefits of growth	6.1 Eradicate poverty in all its forms and dimensions	6.1.1 Develop measures to ensure fair and balanced allocation of national resources ecological zones, gender, income and socio-economic groups, including PWDs (SDG Target 1.4) 6.1.2 Empower vulnerable people to access basic necessities of life (SDG Target 1.4) 6.1.3 Strengthen the capacity of oversight institutions regarding poverty reduction (SDG Target 16.6)	GSS, GHS, MOGCSP, MoF, MLGRD, Dept. of Social Welfare, Parliamentary Select Committee on Poverty, MELR	SDG 1,16 AU 1,17
	Rising inequality among socio-economic groups and between geographical areas	6.2 Reduce income disparities among socio-economic groups and between geographical areas	6.2.1 Accelerate the establishment of special development authorities for selected areas (SDG Target 1.b) 6.2.2 Expand social and economic infrastructure and services in rural and poor urban areas (SDG Targets 9.1, 11.a) 6.2.3 Improve business development services including investment plans to facilitate local economic development and private sector participation (SDG Targets 17.5, 17.7)	GHS, GSS, MGCSP, MoF, MLGRD, Dept. of Social Welfare, Parliamentary Select Committee on Poverty, MELR	SDG 1,16 AU 1,17

Source: National Development Planning Commission (2017)

Cont'd Table 3.5 Matrices of Medium-Term Policies and Strategies (2018 -2021)

Focus Area	Key issues	Policy Objectives	Strategies	Implementing and Collaborating Agencies	Global/regional linkages
7. Child and Family Welfare	Lack of policies to carter for children in relation to specific conditions such as trafficking, "streetism" and online hazards Ineffective inter-sectoral coordination of child protection and family welfare Poor quality of services for children and families Weak capacity of caregivers	7.1 Ensure effective child protection and family welfare system	7.1.1 Develop policies to address issues of child trafficking, "streetism", child online protection and other neglected conditions (SDG Targets 8.7, 16.2) 7.1.2 Mainstream child protection interventions in development plans and budgets of MDAs and MMDAs (SDG Targets 5.c, 16.2) 7.1.3 Establish an inter-sectoral framework for collaboration, implementation and accountability for child protection and family welfare issues (SDG Targets 8.7, 16.2, 16.6) 7.1.4 Strengthen the capacity of government institutions and CSOs for advocacy and implementation of child protection and family welfare policies and programs (SDG Targets 8.7, 16.2, 16.6)	MoGCSP, DoC, MOC, MoE, MLGRD, MMDAs, LGS, NDPC, DSW, LGS, academia, CSOs, MoF, DCD, Traditional Authorities, religious institutions, CSOs, NCCE	SDG 1,4,5,8,10,16,17 AU 1,18

Source: National Development Planning Commission (2017)

3.1.3 Adoption

The targets and indicators of the SDGs that required no modifications have been adopted for use in national and sub-national development plans, including the monitoring and reporting frameworks. This was used to prepare the Agenda for Jobs Policy Framework (2018 – 2021), from which the MMDAs adopted their aligned policy objectives and strategies. Table 3.6 through to 3.9 are extracts from the Medium-Term Development Plans (2018 – 2021) as aligned with the SDGs and the AU Agenda through the NDPC policy framework for adoption by the MMDAs for easy harmonization, composite budgeting and the Ghana Integrated Financial Management Information System (GIFMIS) application at the MMDAs, Regional and National level. Below are examples from Bolgatanga Municipal Assembly, Nsawam Adoagyiri Municipal Assembly, Suhum Municipal Assembly and Tain District Assembly on how they adopted the aligned SDGs in their DMTDPs from the National Matrices.

Table 3.6 Programme of Action (PoA) of Bolgatanga Municipal Assembly with Adopted Objectives and Strategies from NDPC, SDGs and AU Agenda Matrices

ENVIRONMENT, INFRASTRUCTURE AND HUMAN SETTLEMENTS

Key Focus Area: Information Communication Technology (ICT)
Adopted Goal: Safeguard the natural environment and ensure a resilient built environment

Adopted objectives	Adopted Strategies	Programs	Sub-pro-grams	Projects/ Activites	Output	Time frame			Ind. Budget		Imple-menting Agencies
						18	19	20	GoG	IGF	Lead/Col-lab
Enhance application of ICT in national develop-ment	Mainstream ICT in public sector operations	Infrastructure Delivery and Manage-ment	Infrastruc-ture Devel-opment	Complete the con-struction of Community Information Centre at Bolgatanga	ICT literacy rate in the Munici-pality	*			100,00		BMA
				Connect the ICT work-shop at Municipal library to the internet	ICT literacy rate in the Munici-pality	*			50,000		BMA/ Ghana Library Board/ Network Providers
				Network all departments of the Assembly through the internet	Number of Departments connected		*		70,000		BMA/
				Create a website for the Municipal Assembly and its departments	Traffic on the Assembly's website	*			30,000		BMA/ Web devel-oper
				Construct 4No. ICT work-shops for basic schools	ICT literacy rate in the Munici-pality	*	*	*	420,000		BMA/ GES, MEO, Contractor

Source: Bolgatanga Municipal Assembly (2018)

Table 3.7 Programme of Action (PoA) of Nsawam Adoagyiri Municipal Assembly with Adopted Objectives and Strategies from NDPC, SDGs and AU Agenda Matrices

THEME: ECONOMIC DEVELOPMENT

Adopted MDAs goal: Build a prosperous society

Adopted objectives	Adopted Strategies	Programs	Sub-programs	Projects/ Activities	Output	Time frame				Ind. Budget		Implementing Agencies
						2018	2019	2020	2021	GoG	IGF	Lead/Collab
Pursue flagship industrial development initiatives	Implement One District One Factory initiative	Economic Development	Trade, Tourism and Industrial Development	Provide support and implement One District One Factory	One District One Factory program implemented	*	*	*	*		5,000	NBSSI/REP/M/A
Enhance Domestic Trade	Develop modern markets and retail infrastructure in every district to enhance domestic trade	Economic Development	Trade, Tourism and Industrial Development	Construction of Modern Market Structure at Nsawam	No. of Modern Market Structure Constructed at Nsawam				*			M/A
Enhance Domestic Trade	Develop modern markets and retail infrastructure in every district to enhance domestic trade	Economic Development	Trade, Tourism and Industrial Development	Rehabilitation of Nsawam market	Nsawam Market Rehabilitated			*				M/A
Enhance Domestic Trade	Develop modern markets and retail infrastructure in every district to enhance domestic trade	Economic Development	Trade, Tourism and Industrial Development	Obtain PPP to construct stores, supermarkets and housing	PPPs to construct stores, supermarket and housing constructed		*					M/A

Source: Nsawam Adoagyiri Municipal Assembly (2018)

Table 3.8 Annual Action Plan (AAP) of Suhum Municipal Assembly with Adopted Objectives and Strategies from the NDPC, SDGs, and AU Agenda Matrices.

					ADOPTED MDAS GOAL: BUILD A PROSPEROUS SOCIETY								
MDA Programs and Sub-programs	Activities (Operations)	Location	Base-line	Output Indicators	Quarterly Time schedule				Ind. Budget		Implementing Agencies	
					1st	2nd	3rd	4th	GoG	IGF	Lead	Collab
Management and Administration/Finance	Undertake public education on fiscal obligation of citizens	Municipality wide		Number of public educations held	*	*	*	*		15,000	Central Admin.	Rate Payers Collectors
Management and Administration/ Planning, Budgeting and Coordination	Organize community durbars at electoral area level on the fiscal obligation of citizens and fee fixing with reference to property rate	Municipality wide		No. of durbars organized	*		*			30,000	Central Admin.	Rate Payers Collectors Ass. Members
Management and Administration/ Finance	Organize training workshops for revenue supervisors on records keeping	Municipality wide		Number of workshops organized	*		*			18,000	Finance Dept.	Revenue Supervisors

Source: Suhum Municipal Assembly (2018)

Cont'd Table 3.8 Annual Action Plan (AAP) of Suhum Municipal Assembly with Adopted Objectives and Strategies from the NDPC, SDGs, and AU Agenda Matrices.

MDA Programs and Sub-programs	Activities (Operations)	Location	Baseline	Output Indicators	Quarterly Time schedule				Ind. Budget		Implementing Agencies	
					1st	2nd	3rd	4th	GoG	IGF	Lead	Collab
	Purchase value books	Accra		Amount of value books purchased	*	*	*	*		30,000	Finance Dept.	CAGD
	Continue the revaluation of properties	Suhum and urban towns		Number of properties revalued	*	*	*	*		80,000	Land Valuation Board	Central Admin.
	Set targets for revenue collectors	Suhum		Amount collected compared to targets	*	*	*	*		2,300	Finance Dept.	Revenue Supt. Revenue Collectors
Economic Development/Trade, Tourism and Industrial Development	Construction of 1 No. 20 lockable Stores	Nankese		Number of standard structures constructed	*	*	*	*	125,000	125,000	MWD	Contractor

ADOPTED MDAS GOAL: BUILD A PROSPEROUS SOCIETY

Source: Suhum Municipal Assembly (2018)

Table 3.9 Annual Action Plan (AAP) of Tain District Assembly with Adopted Objectives and Strategies from the NDPC, SDGs and AU Agenda Matrices.

THEME: ECONOMIC DEVELOPMENT
Adopted MDAs Goal: Build a Prosperous Society

MDA Programs and Sub-programs	Activities (Operations)	Location	Base-line	Output Indicators	Quarterly Time schedule				Ind. Budget		Implementing Agencies	
					1st	2nd	3rd	4th	GoG	IGF	Lead	Collab
Economic Development Trade, Tourism and Industrial Development	1. Provide support and implement One District One Factory	Municipality wide	2017	One District One Factory program implemented	*	*	*	*		5,000	TDA	Works, NBSSI
Economic Development Trade, Tourism and Industrial Development	2. Organize 4 sub-economic meetings	Tain	2017	4 Sub-committee meetings organized	*	*	*	*		12,800	BAC	Agric, Finance, Ass. Members
Economic Development Trade, Tourism and Industrial Development	3. Conduct monitoring and counselling for 70 clients	Municipality wide	2017	70 clients counselled and monitored		*		*	2,200		BAC	REP
Economic Development	4. Train 20 gari, chips, flour processors	Selected Communities	2017	20 processors trained	*					2,200	BAC	BAC, NBSSI, REP

Source: Tain District Assembly (2018)

3.2 The SDGs, the Coordinated Programme of Action and Presidential Flagship Initiatives

The policy objectives, strategies and flagship initiatives of Government contained in the Agenda for Jobs (2018 – 2021) were organized under some broad thematic areas including economic development; social development; environment, infrastructure and human settlements; governance, corruption and public accountability; and Ghana's role in international affairs. Due to the decentralised nature of planning in Ghana, most of the planned activities and initiatives under these thematic areas are undertaken at the level of local governments.

Meanwhile, according to the Government of Ghana (2019) the central tenet of the SDGs which is "leaving no one behind" is well aligned with the goal of government in "creating opportunity for all." Government's quest for inclusive and equitable development led to the formulation of presidential special programmes to augment the 2018 – 2021 policy framework. These were 16 in all and include:

1.Digitising Ghana with the establishment of:

•National Identification System as the primary identifier, with linkages to the databases of institutions;

•National Digital Addressing System;
• Port Automation System; and
• Electronic payments system;

2. "Planting for Food and Jobs" to stimulate food production and generate incomes;

3. "One Village, One Dam" initiative to ensure year-round farming, especially in the Northern part of Ghana;

4. "One district, one factory" initiative, to establish at least one industrial enterprise in each district of Ghana;

5. Free Senior High School (SHS) for all Ghanaian children;

6. A quota system of women in 30 percent of public appointments;

7. A policy of reserving 30 percent of poverty alleviation/credit funds of Metropolitan, Municipal and District Assemblies (MMDAs) to support women's enterprises;

8. The Office of the Special Prosecutor to investigate and prosecute certain categories of cases and allegations of corruption;

9. Passing the Right to Information Bill;

10. Establishing the Fiscal Stability Council;

11. Establishing the Nation Builders Corp (NABCO) to reduce graduate unemployment;

12. Establishing the Integrated Aluminium Development Corporation;

13. Passing the Affirmative Action Bill to increase women's involvement in decision making at all levels;

14. Establishing the National Entrepreneurship and Innovation Programme;

15. Infrastructure for Poverty Eradication Programme (IPEP); and

16. Creation of Special Development Authorities and Zongo Development Fund (Government of Ghana, 2019, p. 19)

It is, however, imperative to examine the linkages between these flagship initiatives and the SDGs given the potential for such initiatives to overshadow other policy initiatives. It has been established by the Government of Ghana (2019) that there is a strong connection between central government activities (The 2018 – 2021 Agenda for Jobs and the Presidential Flagship Programmes) translated into actionable programmes and projects at the decentralised governmental level and the SDGs. Figures 3.1 and 3.2 depict the linkages between the coordinated programme of action and the SDGs.

Fig. 3.1 Links between the CPESDP and the SDGs
Source: Government of Ghana (2019)

The current government upon assumption of office in January 2017 also embarked on several Presidential special programmes and projects. The overall aim is to "build a Ghana beyond aid" based on skills development, accelerated industrialisation and human welfare. The programmes that were initiated were the "one-district, one-factory", "planting for food and jobs", "nation builders corps", "tax reforms" and "afforestation and climate", among others. These presidential initiatives also have strong linkages with the SDGs as shown in Figure 3.2.

Fig. 3.2 Linkages between Presidential Flagship Progammes and the SDGs
Source: Government of Ghana (2019)

3.3 Conclusion

The Government of Ghana has undertaken painstaking activities to align national policy goals and objectives to the SDGs and the AU Agenda 2063. Utilising the decentralised planning system established by law; the NDPC, has also been able to ensure that the MTDP of MMDAs and MDAs are properly aligned with the SDGs and the AU Agenda 2063. The efforts of the NDPC have been augmented by the creation of new structures within the decentralised planning system, including the SDGs advisory unit, the high-level ministerial committee, the technical committee, the CSO platform among others to support the mainstreaming and alignment of the SDGs to the priorities of MDAs and MMDAs. If implementation of planned programmes and activities are not hampered by budgetary constraints, then Ghana should be on a path to attaining the SDGs by 2030.

04

Chapter Four
MMDAs and Citizen's
Understanding of the SDGs

4.1 Introduction

A critical element in the localisation process is citizens' engagement, understanding and participation in decisions and activities related to the SDGs. This section therefore seeks to examine the mechanisms, if any, put in place within the governance structures for localising the SDGs to increase awareness and promote advocacy and support for the implementation of the SDGs as well as improving monitoring and evaluation.

4.2 Awareness Creation

Collective ownership and commitment are crucial for effective localisation of the SDGs. The MMDAs are communicating the global agenda more effectively in the local languages (through GIZ support), fostering stronger engagement of local stakeholders (through popular participation) in defining, implementing and monitoring, as well as securing support for awareness raising campaigns and education for development at the local level, with specific focus on women and young people. It is through this approach of collective community engagement in the design, implementation and monitoring of development projects that community ownership and commitment are being assured.

Such democratic accountability is proving a powerful tool to drive the achievement of the SDGs at local level. Awareness-raising activities at the MMDAs aim to increase the engagement of citizens and local communities in order to promote their sense of ownership of the 2030 Agenda and their participation in the achievement of the SDGs at local level. Some of the awareness-raising activities being undertaken by the MMDAs as gleaned from the various MTDPs and Annual Progress Reports submitted to the NDPC include:
• Sensitisation at Town Hall Meetings
• Radio discussions and interactions
• Printing and distribution of fliers and leaflets
• Road shows and video illustrations
• Community outreach programmes using local languages and relating the SDGs to day-to-day activities
• Organizing stakeholder consultative and collaborative meetings/workshops with CSOs/NGOs and other Development Partners
• Engaging the citizenry in the implementation of activities of the District Assembly (including SDGs)

• Involvement of community development committees, unit committees and the town/area/zonal councils.

The target audiences for SDG communications are the MDAs, MMDAs, traditional authorities, academia, private sector, media, schoolchildren, youth, farmers, drivers, fisher folk, head porters (Kayayei), civil society, educational institutions, faith-based organisations, marginalised groups and the general public. Awareness creation campaigns have been conducted in four regional capitals focusing on market women, schoolchildren, fisher folk, street children, marginalised groups, and farmer groups. Currently, efforts are being made to translate the SDGs into local dialects, braille, local proverbs and adinkra symbols for ease of communication and understanding by target audiences (Government of Ghana, 2019).

It can be realized that significant strides are being made but awareness-raising is not only about letting citizens know about the existence of the SDGs. It is also about empowering them to be active participants in efforts aimed at the achievement of the SDGs. Local governments should be supported to recognise the 2030 Agenda as a framework for action and set up mechanisms that enable citizen participation and institutional accountability.

4.3 Advocacy

A critical element in ensuring successful implementation of the SDGs is the integration of these goals into national development strategies and frameworks. Discussions have highlighted two main approaches to integrate the SDGs. The first approach, favoured by some of Ghana's negotiators on the SDGs, was the development of a National Sustainable Development Plan (NSDP). Support for this approach was predicated on the belief that an NSDP may minimise distractions and offer the space to address the SDGs more forcefully. The second approach advocated by some senior government figures was the incorporation of key SDGs into existing national development frameworks, rather than the development of a NSDP. The idea, according to advocates of this approach, was that national development frameworks already address many of the SDGs and thus what may be necessary is to incorporate goals that are not yet sufficiently covered (National Development Planning Commission, Ghana Statistical Service, 2018).

Globally, national governments have launched the SDG-based national development strategies or aligned their existing plans with the proposed goals of the 2030 Agenda. In Ghana, the NDPC and the Regional Coordinating Councils played an important role in facilitating the participation of local governments in the

development of these national strategies so that they reflect and respond to local circumstances, needs and priorities. Appendix 1 and 2 show the roadmap the NDPC used to assist the MMDAs in localizing the SDGs through alignment of their development plans among others.

The National Association of Local Authorities of Ghana (NALAG) in collaboration with the National Development Planning Commission (NDPC), United Cities and Local Government (UCLG), the Commonwealth Local Government Forum (CLGF), CSOs/NGOs/Philanthropy platforms and other development partners such as the GIZ are the major organizations supporting the Local Governments in Ghana in advocating for the localization of the SDGs.

4.4 Implementation of the SDGs at the Local Level

In tandem with awareness-raising and advocacy, MDAs and MMDAs must prepare to implement the SDGs in their respective sectors and local communities. There are continuous and ongoing efforts by the NDPC, RPCUs, CSOs and other multilateral and bilateral development partners to build capacities through seminars, workshops, coaching and provision of technical backstopping for staff

of MDAs and MMDAs to effectively mainstream, localize and implement the SDGs. These trainings are being given to enhance technical and financial capacities of all relevant agencies required to achieve the goals.

Domestic resource mobilisation also forms an integral part of the mainstreaming, localisation and implementation processes. National government finances a greater percentage of the MDAs and MMDAs budgets mainly through budgetary allocations, the District Assemblies Common Fund (DACF) and other forms of direct central government transfers. These transfers, it must be indicated are mostly inadequate and are also coupled with delays in their releases to MDAs and MMDAs. At the time of putting together this report, the DACF was in arrears for three quarters. Such delays in the release of funds for impl-ementation of development programmes and projects can thwart efforts towards the realisation of the SDGs.

The Voluntary Report of the Government of Ghana on the SDGs shows that some level of investments is being made to enhance the ability of MMDAs to improve Internally Generated Funds (IGF) mobilisation to effectively raise the needed resources for local development. Meanwhile as already espoused, SDGs implementation strategies at the local government level in Ghana is by aligning

current local development plans with the goals, targets and indicators of the 2030 Agenda as aligned, adapted and adopted by the NDPC. Local plans covering the period 2018 – 2021 for all MMDAs provide a comprehensive vision of the territory and define strategies based on an integrated and multi-dimensional approach to inclusive and sustainable development. As exemplified by the tables and figures from some of the MMDAs in previous sections, the local plans of the MMDAs are well aligned with national and global goals; are at various stages of implementation and are being monitored with the involvement of the major local stakeholders in a context of broad participatory governance. These local plans as reviewed cover areas such as:

• Baseline diagnosis of the socioeconomic and environmental context
• Local or regional priorities
• Shared targets
• Coherence with SDG-based national plans
• Strategic projects
• Budget and financial strategies
• Implementation timelines
• Cooperative governance mechanisms
• Monitoring and assessment tools, including a set of local and national indicators aligned with the indicators established in the 2030 Agenda.

4.5 Monitoring and Evaluation

One of the important lessons from the MDGs was that progress should not only be tracked at the national level. As a result, MDAs and MMDAs as part of the medium-term planning cycles, are required to prepare monitoring and evaluation plans detailing how progress towards the realisation of planned programmes and activities will be tracked.

The SDGs are being monitored and assessed through a system of 231 indicators. Many of these indicators have been nationalised and localized allowing for data on progress made towards achieving them to be gathered at local government level. At the national level, follow-up takes subnational data into account in the review of the evaluation and concrete

It can be realized that significant strides are being made but awareness-raising is not only about letting citizens know about the existence of the SDGs.

results of national plans. In Ghana, the SDGs monitoring systems are administered by the Ghana Statistical Service (GSS) and the National Development Planning Commission (NDPC). The local governments take part in the national follow-up and review of the implementation of the SDGs. The follow-up processes are transparent and ensure that its results serve to hold local governments and other participating stakeholders accountable and to harness the best experiences to transfer knowledge to other MMDAs. The monitoring and evaluation processes are enriched by the adaptation of national indicators to local and regional contexts. This is further discussed in section 4.6

4.5 Adapting National Indicators to Regional and Local Context

The definition of local SDG plans, or plans aligned with the SDGs, include a set of indicators linked to those of the 2030 Agenda and adapted to each local government's needs and context. A review of the MTDPs and M & E plans of the MMDAs show that local governments in Ghana define these indicators according to their data collection capacities, including their human resources and technological facilities. Indicators also take into account the diversity of local governments. Thus, in line with the motto of the SDGs "leaving no one behind", local governments include social groups at risk of exclusion (that is, groups that usually fall far below the average indicators) in their planning, budgeting, implementation and monitoring and evaluation processes. Similarly, MMDAs with special circumstances such as fragile, conflict-affected, deprived have included additional indicators to better reflect and monitor their specific circumstances and needs.

Specifically, the local governments in Ghana have been playing the following roles in monitoring the SDGs as can be summarised from their MTDPs and M & E plans:

1. Collect, monitor and analyze data at subnational level;

2. Develop a set of localized indicators, specific to their territory;

3. Participate in the monitoring and evaluation of the SDGs at national level; and

4. Promote the participation of other stakeholders and ensure that the

information gathered at local level is used in national monitoring and reporting on the SDGs

The NDPC aligned its 2018-2021 National Policy Framework with the SDGs taking into consideration the country specific data needs and priorities which also guided the MMDAs in developing their area specific monitoring and evaluation indicators taking into consideration national prioritized indicators, aligned targets and standards. Table 4.1 and 4.2 are extracts from the Medium-Term National Development Policy Framework, An Agenda for Jobs: Creating Prosperity and Equal Opportunity for All (First Step) 2018-2021 and Suhum Municipal Assembly MTDP 2018-2021 on aligned monitoring and evaluation indicators.

*Participants at the registeration desk of the recently held
Youth Employment Agency (YEA) Job Fair
source: myjoyonline.com*

Table 4.1: Selected Strategic Medium-Term National Indicators and Targets

Indicators	Indicator	Indicator definition	Baseline		Projections		Data Sources
			Year	Data	2018	2021	
2. SOCIAL DEVELOPMENT (Goal: Create Equal Opportunity For All)							
FOCUS AREA 1: EDUCATION AND TRAINING							
1. Enhance inclusive and equitable access to, and participation in quality education at all levels	1. Net enrolment ratio in kindergarten, primary, JHS, SHS		2017	KG= 74.6 Primary= 91.1 JHS= 49.7 SHS= 26.5	80 93.5 54.5 34.5	100 100 81 65	MOE, GES
	2. JHS3-SHS1 transition rate	Proportion of JHS3 students in an academic year who progress to SHS/TVET in the ensuing academic year	2016	66.7%	80%	≥80%	MOE, GES
	3. SHS retention rate	Proportion of a cohort starting SHS who stay on and complete SHS	2016	92%	96%	≥96%	MOE, GES
	4. Completion rate in P6, JHS3, SHS3	Ratio of the total number of pupils/students enrolled in the last grade of a given level of education (Primary 6, JHS 3, SHS 3), regardless of age, expressed as a percentage of the total population of the theoretical entrance age to the last grade of that level of education	2017	Primary 6 = 100.8% JHS = 75.2% SHS = 48%	Primary 6 = 122.4% JHS = 81.1% SHS = 50.3%	Primary 6 = 152.4% JHS = 90% SHS = 60%	MOE, GES

Source: National Development Planning Commission (2018)

Cont'd Table 4.1: Selected Strategic Medium-Term National Indicators and Targets

Indicators	Indicator	Indicator definition	Baseline		Projections		Data Sources
			Year	Data	2018	2021	
2. SOCIAL DEVELOPMENT (Goal: Create Equal Opportunity For All)							
FOCUS AREA 1: EDUCATION AND TRAINING							
	5. Total enrolment in: -TVET Institutions -Tertiary -Special needs schools	The total number of students, enrolled in tertiary education, TVET institutions and special needs schools	2016	53,171 402,472 6,874	NA NA NA	NA NA NA	MOE, GES, COTVET, NCTE
	6. Enrolment ratio of the sciences to the humanities in tertiary institutions	Ratio of tertiary students enrolled in science-based programmes (science, technology engineering, mathematics) to those in the humanities	2016	43: 57	45:55	60:40	MOE, GES, MESTI
	7. Gender parity index in kindergarten, primary, JHS, second cycle, tertiary	Ratio of male-to-female enrolment rates	2017	KG = 1.01 Primary = 1.01 JHS = 0.98 SHS = 0.96 Tertiary=0.64	KG = 1.0 Primary = 1.0 JHS = 0.99 SHS = 0.98 Tertiary=0.70	KG = 1.09 Primary =1.01 JHS = 1.0 SHS = 0.98 Tertiary =0.80	MOE, GES, MOGCSP

Source: National Development Planning Commission (2018)

Cont'd Table 4.1: Selected Strategic Medium-Term National Indicators and Targets

Indicators	Indicator	Indicator definition	Baseline		Projections		Data Sources
			Year	Data	2018	2021	
2. SOCIAL DEVELOPMENT (Goal: Create Equal Opportunity For All)							
FOCUS AREA 1: EDUCATION AND TRAINING							
	8. Pupil-to-trained teacher ratio in basic schools	The number of pupils per trained teacher (minimum qualification of post-SHS Teacher's Diploma)	2017	KG=30:1 Prima-ry=30:1 JHS=14:1 SHS= 21:1	KG=31:1 Primary=31:1 JHS=15:1 SHS= 21:1	KG =32:1 Primary =32:1 JHS =18:1 SHS =22:1	MOE, GES
	9. Proficiency rate: -English P3 -Maths P3 -English P6 -Maths P6	Proportion of pupils displaying proficiency in English and mathematics in standardised tests at the Primary 3 and Primary 6 levels.	2012/2013	28.4 22.1 39.0 10.9	30.1 27.0 49.0 13.3	40 50 60 25	MOE, GES, WAEC
	10. BECE pass rate	Pupils obtaining aggregates between 6 and 36 in the BECE exams, as a percentage of all who sat for the exams	2014/2015	68	≥68	≥68	MOE, GES, WAEC

Source:National Development Planning Commission (2018)

Cont'd Table 4.1: Selected Strategic Medium-Term National Indicators and Targets

Indicators	Indicator	Indicator definition	Baseline		Projections		Data Sources
			Year	Data	2018	2021	
2. SOCIAL DEVELOPMENT (Goal: Create Equal Opportunity For All)							
FOCUS AREA 1: EDUCATION AND TRAINING							
2. Strengthen school management systems	1. Teacher absenteeism rate	The total number of days teachers were absent from the classroom expressed as a proportion of the number of days teachers are expected be present in the classroom (i.e., 70 days per teacher for one semester)	2016	7%	≤7%	≤5%	MOE, GES
	2. Basic schools needing major repairs (pub./priv.) (%)	Number of basic schools that requires major repairs expressed as percentage of total number of basic schools	2013/2014	22.0	20.0	10.0	MOE, GES
3. Ensure sustainable sources of financing for education	1. Education expenditure as a percentage of GDP	Total expenditure on education expressed as a percentage of GDP	2014	6.2%	≥8.0%	≥10.0%	MOE, MOF

Source:National Development Planning Commission (2018)

Table 4.2 Suhum Municipal Assembly's Monitoring and Evaluation Matrix 2018-2021

THEME: SOCIAL DEVELOPMENT
Objective: enhance inclusive and equitable access to, and participation in quality education at all levels

Indicators	Indicator Definition	Indicator Type	Baseline 2017	Targets				Disaggregation	Monitoring Frequency	Responsibility
				2018	2019	2020	2021			
Number of new classrooms built • KG • Primary • JHS	Primary (Annual District Education Operation Plan (AD-EOP) Report	output		2 1 2	3 1 1	3 0 1	3 0 2		Quarterly	EMIS, F/A, GES, MA
BECE pass rate		Outcome	78%	85%	90%	95%	10%		Annually	EMIS
Gross enrolment rate **KG** • Boys • Girls	Primary (GES Records)		53.4% 57.8%	53.4% 57.8%	54.5% 59.0%	55.5% 60.1%	56.6% 61.3%		Annually	MA/GES
Primary • Boys • Girls			106.4% 106.5%	106.4% 106.5%	108.7% 110.4%	111.0% 110.4%	113.3% 112.3%			
JHS • Boys • Girls			94.9% 92.0%	94.9% 92.0%	96.9% 93.9%	98.8% 95.8%	100.7% 97.6%			
SHS • Boys • Girls			61.7% 57.9%	61.7% 57.9%	63.0% 59.1%	64.3% 60.3%	65.5% 61.4%			

Source: Suhum Municipal Assembly (2018)

Cont'd Table 4.2 Suhum Municipal Assembly's Monitoring and Evaluation Matrix 2018-2021

THEME: SOCIAL DEVELOPMENT
Objective: enhance inclusive and equitable access to, and participation in quality education at all levels

Indicators	Indicator Definition	Indicator Type	Baseline 2017	Targets				Disaggregation	Monitoring Frequency	Responsibility
				2018	2019	2020	2021			
BECE pass rate		Outcome	78%	85%	90%	95%	10%		Annually	EMIS
Gender Parity Index (GPI) •KG •Primary •JHS •SHS	Primary (ADEOP Report)	Outcome	0.94 0.95 0.96 0.95	1.0 1.0 1.0 1.0	1.0 1.0 1.0 1.0	1.0 1.0 1.0 1.0	1.0 1.0 1.0 1.0		Annually	Girls Education Unit
Doctor: Patient ratio in the district improved by 2021	Primary (MHS Annual reports)	Impact	(5 Doctors) 1:18,039	(155 Doctors) 1:600	(157 Doctors) 1:600	(160 Doctors) 1:600	(168 Doctors) 1:600		Quarterly	MoH/GHS
Nurse/population ratio improved by 2021	Primary (MHS Annual reports)	Impact	(150 Nurses) 1:610	(7 Nurses) 1:900	(8 Nurses) 1:900	(10 Nurses) 1:900	(14 Nurses) 1:900		Quarterly	MoH/GHS
The number of health care facilities increased by 2021	Primary (MHS Annual reports)	Outcome	5	3	3	4	5		Quarterly	MoH/GHS/MA

Source: Suhum Municipal Assembly (2018)

Cont'd Table 4.2 Suhum Municipal Assembly's Monitoring and Evaluation Matrix 2018-2021

THEME: SOCIAL DEVELOPMENT

Objective: enhance inclusive and equitable access to, and participation in quality education at all levels

Indicators	Indicator Definition	Indicator Type	Baseline 2017	Targets				Disaggregation	Monitoring Frequency	Responsibility
				2018	2019	2020	2021			
BECE pass rate		Outcome	78%	85%	90%	95%	10%		Annually	EMIS
Improved participation in the District Health Insurance Scheme by 2021	Primary (DHIS Office)	Impact	111,307	37,102	37,102	37,102	222,614		Quarterly	MoH/GHS/NHIA
100% immunization of children under the age of five (5) achieved	Primary (Annual Report)	Impact	100%	100%	100%	100%	100%		Quarterly	MoH/GHS
Maternal mortality rate improved by the end of the plan period	Primary (Annual Report)	Impact	Deaths (22 per 100,000)	0	0	0	0		Quarterly	MoH/GHS/MA, Community
Incidence of malaria infection reduced (confirmed cases)	Primary (Annual Report)	Impact	65,000	65,000	40,000	30,000	20,000		Quarterly	MoH/GHS/MA

Source: Suhum Municipal Assembly (2018)

4.6 Preparation of Disaggregated Local Data and Indicators

Out of the 231 SDGs indicators, currently 159 have internationally established standards and methodologies for computation (Tier 1 and 2 indicators) and can therefore be reported on. The rest are classified as Tier 3 for which the Inter-Agency and Expert Group on Sustainable Development Goal Indicators (IAEG-SDGs) is leading the process of developing internationally acceptable methods of computation. Five indicators have been classified as multiple tiers.

For Ghana, 62 of the indicators are currently computed by the National Statistical System while data exists within the various agencies for 63 other indicators that do not entirely meet the metadata requirements due to gaps in concepts, definition and/or coverage. These are classified as low hanging fruits that will need to be prioritized with the required investments to be brought into the fold of available indicators for reporting on Ghana's progress. An assessment of the data requirements showed that most of the information required can be obtained from administrative data sources, which are less expensive and can produce data on a more regular basis and with more disaggregation. A breakdown of data availability for the indicators for the 17 SDGs is shown in the Figure 4.1.
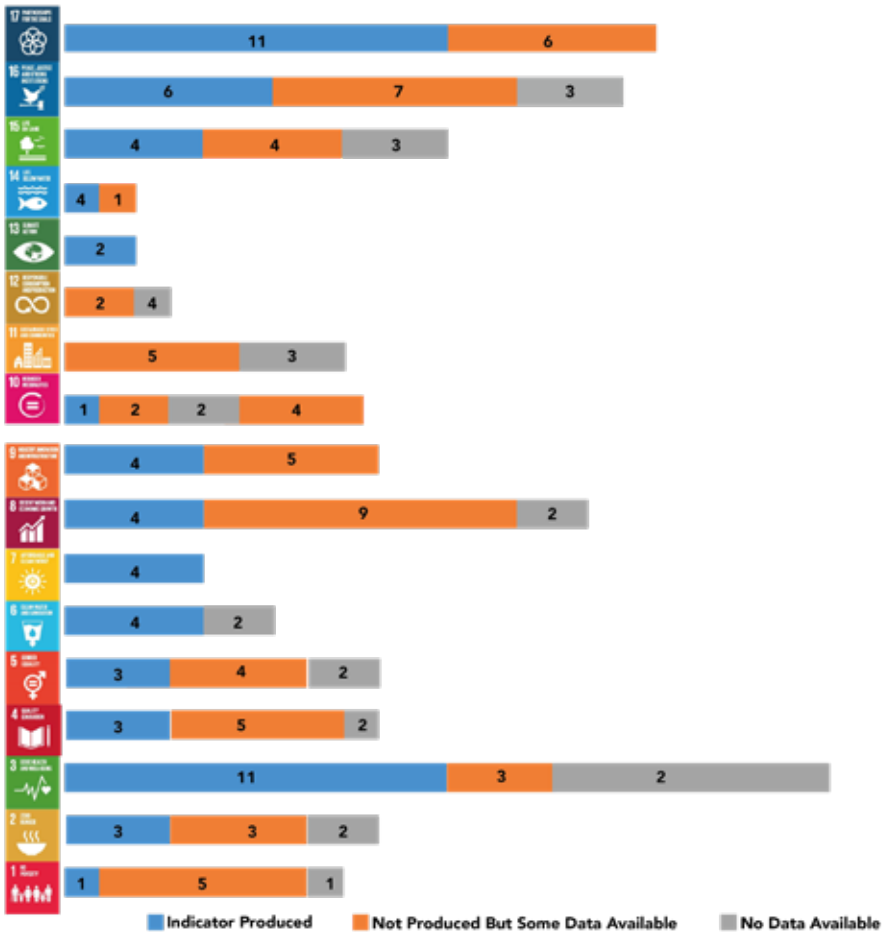
Figure 4.1 State of data production in Ghana for Tier 1 & 2 & Multiple Tier indicators-
Source: Ghana Statistical Service (2017)

Figure 4.1 provides the baseline status for a set of 56 SDGs indicators for which the necessary data for computation were readily available in the 2018 VNR on the SDGs of Ghana. Ten SDGs indicators were adapted or localized to suit Ghana's context. Two proxy indicators were used to provide information where the exact SDGs indicator is currently not available but may be available in subsequent reports. The base year for the report is 2016. However, where data for 2016 were not available, the most recent information was used and the year specified. Data for previous years were also presented to indicate recent trends where possible. Localized indicators have the letter "L" added to the indicator reference number (e.g. 1.1.1L). The additional indicators outside the SDGs have the letter "A" added to the indicator reference number (e.g. 1.2.1A), whereas proxy indicators outside the SDGs have the letter "P" is included in the indicator reference number. The list of indicators covered currently being tracked in Ghana are shown in the Table 4.3.

Table 4.3 Distribution of Indicators by Goal and Type

SDGs	Number of indicators				Total
	Original SDGs indicators	Amended (localised) indicators	Additional indicators	Proxy	
1	3	0	0	0	3
2	2	2	0	0	4
3	10	0	1	0	11
4	4	0	1	0	5
5	5	0	0	0	5
6	2	0	0	1	3
7	2	0	0	0	2
8	5	0	0	0	5
9	4	1	0	0	5
10	1	1	0	0	2
11	2	1	0	1	4
12	1	0	0	0	1
13	0	1	0	0	1
14	1	0	0	0	1
15	1	1	0	0	2
16	7	2	0	0	9
17	6	1	0	0	7
Total	56	10	2	2	70

Source: National Development Planning Commission, Ghana Statistical Service (2018)

The set of indicators being tracked takes into consideration data availability and the relevance of the indicator within the local government and national development context.

4.7 Conclusion

Ghana has made significant strides not just in mainstreaming the SDGs into various layers and levels of government but has also made modest gains in implementing them. Structures exist at the national and local levels to support the implementation of the localised SDGs. The SDGs and their accompanying indicators have been localised, adapted or proxies provided where possible to allow for easy tracking. Given the systems put in place, thus far, implementation, monitoring and evaluation of efforts of government and various actors can be well executed.

05

Chapter Five
Summary of Findings,
Conclusion and
Recommendations

5.1 Summary of Findings

This desktop study throws up a number of important findings. Quite essential is the fact that Ghana played pivotal roles at the international level in processes leading to the formulation and adoption of the SDGs. Not only was the country selected for the initial consultations, but also played significant role in coordinated global consultations on critical thematic issues, paramount among which was the thematic area of inequality.

Having been instrumental in efforts leading to the adoption of the SDGs, Ghana has also undertaken several initiatives to ensure that the SDGs are mainstreamed into national and local policy making. While existing governmental structures were given the opportunity to lead and guide the processes of mainstreaming the SDGs into national policy making, other necessary complementary structures were created. The evidence suggests that the SDGs advisory unit in the Office of the President, the High-Level Ministerial Committee, the Implementation Committee, the Technical Committee, the CSO platform and the Philanthropy Platform have been instrumental in driving Ghana's efforts towards the realisation of the SDGs.

The legal regime for planning, monitoring and evaluation also allows the country to mainstream the SDGs into planning and policy making processes. Ghana's decentralised planning system is derived from the National Development Planning (Systems) Act, 1994 (Act 480), which provides for participatory processes in the planning processes. Therefore, planning at the local, and national levels are required to be participatory. Ministries, Departments and Agencies (MDAs) as well as Metropolitan, Municipal and District Assemblies (MMDAs) are required to ensure that planning is participatory as much as possible. This system allows for mainstreaming of the global goals, awareness creation and advocacy promotion.

Aside institutional and legal arrangements for mainstreaming global goals into national and local policy making, there is sufficient evidence, suggesting that the SDGs have been nationalised and as well localised into the planning processes of Ghana. The SDGs indicators have been either local-

ised, adapted or proxies created to ensure that they reflect national needs and priorities and for which data is available. Obviously, however, issues of financing of activities leading to the realisation of the SDGs remain a major challenge to Ghana's drive to achieve sustainable development.

5.2 Conclusion

Obviously, the SDGs represent a global commitment to the realisation of durable development outcomes for humanity. Their achievement will, however, depend on our ability to make them a reality in our cities and regions across different world regions. All the SDGs have targets directly related to the responsibilities of various sector ministries, departments and agencies as well as local and regional governments. The role of local and regional governments in the provision of basic socio-economic services is particularly relevant to the attainment or otherwise of the SDGs.

It is in this respect that local governments must be at the heart of the 2030 Agenda. The UN Secretary General, Ban Ki-moon, sent a clear message in this regard, when he indicated that, in a rapidly urbanizing world, "our struggle for global sustainability will be won or lost in cities". It is within cities and regions, through decentralised governmental structures that the broad and abstract 2030 Agenda can be transformed into concrete, efficient and actionable programmes and projects. These levels of government can approach the goals and targets in a pragmatic way by fitting them into their own particular context and helping their citizens understand how local action contributes to their achievement, as is evident in the Ghanaian case. In conclusion, Ghana is on a sound trajectory as it seeks to ensure that sector ministries and decentralised governmental bodies align their activities and programmes to the SDGs. Ghana must deepen these processes by working out what localising means when thinking about implementation plans, including coordination between different levels of government for the delivery of the 2030 Agenda. If the SDGs are effectively aligned with nation-

al and local policy processes, as it is being done, they could help improve availability of data for planning, allocation of resources implementation of programmes and projects and enhance monitoring of progress till 2030 when the SDGs come to an end. In doing all these, conscious efforts must be made to ensure that, no one is left behind.

5.3 Recommendations

Deepening decentralisation and good governance at all levels are essential to mainstreaming the SDGs into national and local policy making. However, the transfer of responsibilities from the central government to local assemblies should be accompanied by appropriate resources and finance and local capacities should be recognised and harnessed to implement the agenda. As the level of government closest to the people, local assemblies are in a unique position to identify and respond to development needs and gaps and be responsible for a wide range of functional responsibilities that go beyond service provision. Ghana sought to implement comprehensive local government and decentralisation reforms following the passing into law of the local governance bill. However, progress has suffered some challenges due to the emergence and/or realisation of contradictory regulations, lack of clarity regarding roles of the centre versus the local governments, and capacity constraints. Given the nature and scope of the SDGs' efforts towards mainstreaming and of the SDGs in Ghana, must take into consideration the planning systems of the country as stipulated in the National Development Planning (Systems) Act, 1994 (Act 480) and the Local Governance Act (Act 936). Relevant for deepening the processes of mainstreaming and localisation is the need to ensure substantial reallocation of resources from national to local levels of government.

Again, for effective planning, regular tracking and reporting on progress, Ghana needs to move away from the heavy reliance on survey data, which is usually generated at five-year intervals, and instead develop a robust administrative data system to churn out timely, accurate and reliable data. In addition, the levels of data disaggregation need to be improved to provide evidence for the design of targeted interventions, while effectively capturing progress of implementation.

More importantly, it is essential that issues of awareness-raising, advocacy, implementation and monitoring of the SDGs at national and local levels of

government are linked up holistically with all government priority projects as well as international, bi-lateral and donor funding initiatives. This is essential for harnessing both local government and the SDGs agendas effectively and avoiding confusion, overlaps, or gaps in action on the ground.

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Appendix 1:
Guidelines for MMDAs on Preparing for the SDGs

NATIONAL DEVELOPMENT PLANNING COMMISSION

13 Switchback Road
P. O. Box CT-633
Accra - Ghana

Telephone: (233 030) 277 30 11-3
Email: info@ndpc.gov.gh
www.ndpc.gov.gh

DP/143/060/01/119

Republic of Ghana

21st January, 2016

<u>URGENT: GUIDELINES FOR MMDAs on PREPARING FOR THE SDGs</u>

On 18th January 2016, the United Nations' Secretary General, Ban Ki-moon, appointed President John Dramani Mahama as co-chair, with the Prime Minister of Norway, Ms. Erna Solberg, for a 16-member team of "eminent advocates" for the implementation of the Sustainable Development Goals (SDGs), which span the period 2016-2030.

The 17 goals and 169 targets were adopted by the UN in New York in September 2015 as a successor global development framework to the Millennium Development Goals (MDGs), which were implemented from 2000 to 2015.

The President's appointment was the culmination of the very active role Ghana played in the formulation of the SDGs. (Benin, Kenya, Tanzania, Congo, Zambia and Algeria were the only other African countries that formed the Open Working Group that prepared the SDGs). His Excellency's appointment, therefore, imposes on Ghana a responsibility to set an example in the implementation of the SDGs within the context of its national development priorities and strategies.

Similar to the MDGs, the National Development Planning Commission is responsible for incorporating the SDGs into Ghana's national development agenda, in particular the *Ghana Shared Growth and Development Agenda (GSGDA II, 2014-2017)* and the *Long-term National Development Plan (LTNDP)* currently under preparation. (The Commission is also in the process of aligning the African Union's *Agenda 2063* with the GSGDA and the LTNDP).

The most immediate activity for the implementation of the SDGs, in view of the President's appointment, is to ensure that in the two remaining years of GSGDA II (i.e., 2016-2017), all sector and district plans adequately reflect the goals and targets of the SDGs. (A review of the GSGDA by the National Development Planning Commission shows significant overlaps between GSGDA II and the SDGs that should be harmonised to facilitate effective monitoring and reporting).

To undertake such a harmonisation exercise, and to streamline government's engagement with UN agencies and other development partners over the SDGs, all MMDAs are required to ensure that as

Appendix 2:
The Sustainable Development Goals in the Context of Ghana's National Development Agenda

NATIONAL DEVELOPMENT PLANNING COMMISSION

13 Switchback Road
P. O. Box CT-633
Accra - Ghana

Telephone: (233 030) 277 30 11-3
Email: info@ndpc.gov.gh
www.ndpc.gov.gh

Republic of Ghana

DRAFT INFORMATION NOTE

The Sustainable Development Goals in the Context of the Ghana's National Development Agenda

BACKGROUND

On 25 September 2015, the 193 member states of the United Nations adopted *Transforming our world: the 2030 Agenda for Sustainable Development*, after several months of deliberations and negotiations. Known popularly as the *Sustainable Development Goals* (SDGs), this new global development framework succeeded the Millennium Development Goals (MDGs), which were implemented from 2000 to 2015. The 17 Goals and 169 targets are to be implemented over 15 years (2016-2030), with a focus on the UN's three dimensions of sustainable development, namely, social, economic and environmental development. Some attention is also given to national and international institutions.

THE POST-2015 DEVELOPMENT AGENDA PROCESS IN GHANA

Ghana was actively involved in the international negotiations that led to the adoption of the SDGs, with the 20-year review of the outcomes of several United Nations conferences, including Rio+20 (on sustainable development), ICPD+20 (on population), Beijing+20 (on gender equality) and other post-2015 events. The contributions of Ghana into the review processes included:

- National Consultations on "The Ghana We Want", as a part of the global process for defining "The World We Want"
- Participation in regional review conferences of the ICPD+20 (2014), Beijing+20 (2015), and other post-2015 events
- Co-chaired, with the Government of Denmark, the Public Dialogue and Leadership Meeting on Addressing Inequalities in the Post-2015 Development Agenda
- Participation in the Open Working Group (OWG) and intergovernmental negotiations on the SDGs
- Participation in Financing for Development Conferences and the United Nations Framework Convention on Climate Change (UNFCCC).

ACTIVITIES AND STRATEGIES FOR MAINSTREAMING THE SDGs INTO GHANA'S NATIONAL DEVELOPMENT AGENDA

1. Re-launch the High Level Inter-Ministerial Committee on SDGs with a mandate beyond negotiations to implementation.

NDPC – Information note on the Sustainable Development Goals   January 2016

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2. Convert the National Technical Committee (NTC) into a Cross Sectoral Planning Group (CSPG) on SDGs to provide the technical framework for coordinating the

Tracking progress on the localisation of the SDGs: Lessons for the West African Sub-region from Ghanaian Local Governments