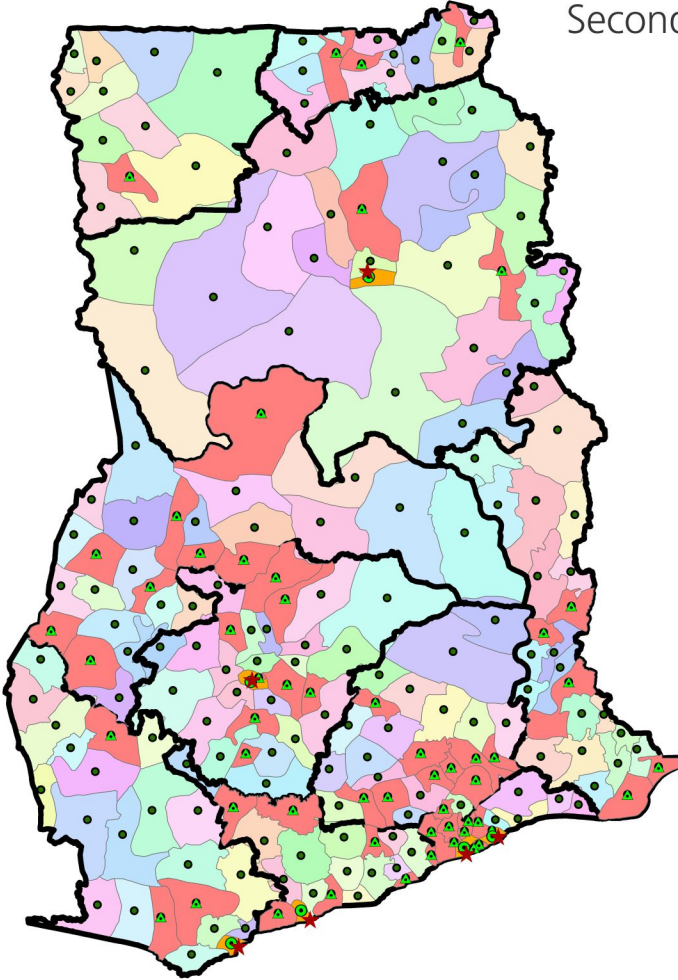


A GUIDE TO DISTRICT ASSEMBLIES IN GHANA

Second Edition



INSTITUTE OF LOCAL
GOVERNMENT STUDIES

**FRIEDRICH
EBERT**

STIFTUNG

A GUIDE TO DISTRICT ASSEMBLIES IN GHANA



**FRIEDRICH
EBERT** 
STIFTUNG



Support and
Cooperation



Democracy
and Pluralism



Knowledge and
Life-Long Education

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ACRONYMS

APRM	African Peer Review Mechanism
CAG	Controller and Accountant General
CBOs	Community Based Organisations
CHRAJ	Commission on Human Rights and Administrative Justice
CRC	Constitution Review Commission
CSOs	Civil Society Organisations
DA	District Assembly
DACF	District Assemblies Common Fund
DCD	District Coordinating Director
DCEs	District Chief Executive
DDF	District Development Facility
DPCU	District Planning Committee Unit
DISEC	District Security Council
EC	Electoral Commission
FBOs	Faith Based Organizations
FOAT	Functional Organization Assessment Tool
FES	Friedrich Ebert Stiftung
GSGDA	Ghana Shared Growth and Development Agenda
ILGS	Institute of Local Government Studies
IMCC	Inter-Ministerial Coordinating Committee
IRS	Indirect Rule System
LG	Local Government
IGFs	Internally Generated Funds
LGSS	Local Government Service Secretariat
LI	Legislative Instrument
MDAs	Ministries, Department and Agencies
MMDAs	Metropolitan or Municipal or District Assemblies

MLGRD	Ministry of Local Government and Rural Development
MP	Members of Parliament
MOF	Ministry Of Finance
NADMO	National Disaster Management Organization
NALAG	National Association of Local Authorities of Ghana
NCCE	National Commission for Civic Education
NDC	National Democratic Congress
NDPC	National Development Planning Commission
NDPF	National Development Policy Framework
NGOs	Non-Governmental Organisations
NPP	New Patriotic Party
OHLGS	Office of the Head of the Local Government Service
PMs	Presiding Members
PNDC	Provisional National Defence Council
PRCC	Public Relations and Complaints Committee
RCCs	Regional Coordinating Councils
RCD	Regional Coordinating Director
RPCU	Regional Planning Coordinating Unit
SDSs	Sub-District Structures
TAs	Traditional Authorities
UTAZ	Urban, Town, Area and Zonal

FOREWORD

Local Governance, however the form it appears, be it by concentration, devolution or decentralisation is a sine qua non for the development of society. Ghana has made several attempts at having a successful local government system; from the system of indirect rule in the colonial times, through to today's decentralisation efforts. Bringing the work of central government closer to the people ideally deepens the democratic and participatory approach of development governance.

The 1992 Constitution, under chapter 20 provides an elaborate guarantee for the establishment, practice and development of a decentralised local government administration system. The Local Government ACT, 2010, (ACT 462) and other related constitutional instruments further provide for and regulate the framework within which the system operates.

One major challenge of the system is the general lack of understanding, attraction and participation in local governance. Considering the centrality of citizen participation in local government administration, it becomes critical to provide adequate knowledge and tools for easy appreciation and meaningful engagement in local affairs.

In this regard, and in consonance with our strategic objective of contributing to the consolidation of democracy in Ghana, the Friedrich Ebert Stiftung (FES) in collaboration with the Institute of Local Government Studies (ILGS) produced the 1st Edition of the Guide to District Assemblies in Ghana, 2010. The maiden Edition considerably served its intended purpose of providing reference

material and a guide for local government actors and the citizenry at large.

Since 2010, there have been notable developments in the local governance system in Ghana. The creation of additional assemblies and district capitals, the upgrade of some assemblies to municipal and metropolitan status, the reduction of the number of unit committee members, the new spatial and geographical map of local government and concepts for enhancing citizen participation such as social accountability among others are some of the contemporary developments.

The structural and procedural developments have warranted a review of the 1st Edition of the Guide to District Assemblies in Ghana. The 2nd Edition captures the significant developments in the system and brings the Guide up to date and more user friendly for local government actors and the general citizenry. It also identifies the various actors in the systems and the roles they play.

It is envisaged that the 2nd Edition will provide relevant knowledge for all and sundry on the local government system and equally serve as reference material for policy makers, academics, politicians, students, development partners, local government actors and other stakeholders.

Fritz Kopsieker

Resident Director, FES Ghana

PREFACE

In 2010, the Institute of Local Government Studies (ILGS) and the Friedrich Ebert Stiftung (FES) collaborated and published this book "A Guide to District Assemblies in Ghana". The book was meant to serve as concise material for practitioners and professionals in the decentralization and local government sector. It was also to serve as a stock of reference for academics and students in local governance.

Since the date of publication, there have been new developments within the decentralization and local government sector from the local lower structures through to the central state level. For instance, changes have been made regarding the composition of unit committees at the lower structure of the local government system. The composite budget which aims at improving the financial muscles of metropolitan, municipal and district assemblies has taken effect and being implemented. The departments of assemblies which have been established by LI 1961 but which remain at the central state level are progressively being moved to the MMDAs through amendment of various pieces of legislation. A careful reading of the book also revealed some minor errors and omissions that tend to dilute the quality of the book. ILGS in collaboration with FES were inspired by the new development and the collective resolve to continue to provide up to date information on the subject of decentralization and local governance in Ghana.

This edition A Guide to District Assemblies in Ghana contains nine (9) chapters preceded by an introduction. Chapter 1 presents a brief history of decentralization and local government in Ghana.

Chapter 2 gives the structure of the local government system of Ghana and outlines the compositions and functions of the various structures, sub-structures and key officers. Chapter 3 presents the primary actors and their functions while chapter 4 is the standing orders of the district assembly. Chapter 5 is the Committee system and chapters 6 and 7 give a summary of code of conduct and etiquette of officers of the local government sector and duties of assembly members respectively. Chapter 8 provides the legal basis and standard processes and principles for citizens' participation in the district assembly while the final chapter 9 presents a map of state and non-state stakeholders in the decentralization process.

The book provides simple and easy to read information on Ghana's decentralization and local government system. The information was organized with members and staff of the local system in mind. However, the book is equally valuable for other practitioners, professionals, students and academics working and or interested in decentralization and local government in Ghana.

It took over eight long months to revise the book. The process involved redrafting, field work for additional new data, editorial and proof reading which were climaxed by a validation meeting. This meeting brought together a cross section of experts in decentralization and local government from the Ministry of Local Government and Rural Development (MLGRD), Local Government Service Secretariat (LGSS), District Assembly's Common Fund (DACF), National Association of Local Authorities of Ghana (NALAG), representatives of MMDAs, traditional authorities and non-governmental organizations

The Institute wishes to take this opportunity to thank them all for their valuable contributions and FES for providing the required funding.

Abdulai Darimani
AG. Director, ILGS

INTRODUCTION

Local governments in Ghana play very important roles in administration and development at the local areas. The 1992 constitution of the Republic of Ghana provides for “Decentralisation and Local Government” that creates a framework for citizens’ participation in decision-making and local governance. The Decentralisation Policy of Ghana devolves power, functions and responsibility as well as human and financial resources from the Central Government to the district level. Local Government in Ghana has a long history, which predates colonialism. During the colonial era, the native authorities were used to facilitate communication and decision-making in their areas of jurisdiction. After independence, successive governments implemented various forms of Decentralisation and Local Government policies. However, the current Decentralisation Policy was initiated in 1988.

Ghana’s decentralisation process as enshrined in the constitution and designates District Assemblies as the highest political, legislating, budgeting and planning authority at the local level. The local Government Act (Act 462) of 1993 reinforces the constitutional provisions. To facilitate a holistic approach to the decentralisation process, various structures have been created at the sub- national level with the Regional Coordinating Councils (RCCs) as coordinating bodies. Below the RCCs are the Metropolitan or Municipal or District Assemblies (MMDAs) and the Sub- district structures.

Notwithstanding the laudable idea behind the decentralisation policy, practitioners and decision-makers at the local level do not

have adequate information and knowledge on the functions and responsibilities of the MMDAs. The various local government laws are not in simple language. Again, it is difficult to have access to these laws. Moreover, there are some stakeholders who do not have enough information to understand the workings of the District Assembly in order to effectively participate in the decision making process.

It is therefore imperative to provide information that is handy, easily accessible and user-friendly to assist Local Government functionaries and practitioners to appreciate how decisions are made at the MMDAs level. In addition, it is intended to help district assemblies' functionaries to understand their roles and responsibilities in order to ensure effective local administration.

GOVERNMENT ADMINISTRATION, DECENTRALISATION AND LOCAL GOVERNMENT IN GHANA

Introduction

Government (public) administration is the business of administering public policy as determined by the government sector. Indeed, communities, societies and nations have had their own unique ways of governing themselves. In Ghana, three levels of government together form the government sector: central government; regional administrations; and local governments. Article 4 (1) provides that “the sovereign State of Ghana is a unitary republic consisting of those territories comprised in the regions which immediately before the coming into force of this Constitution, existed in Ghana, including the territorial sea and the air space. Article 5 (1) also provides that subject to the provisions of the article, “the President may, by constitutional instrument - (a) creates a new region; (b) alter the boundaries of a region; or (c) provides for the merger of two or more regions.

Article 35 (6)(d) provides that the “State shall take appropriate measures to make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts and by affording all possible opportunities to the people to participate in decision-making at every level in national life and in government”. Again, Article 240 (2)(a) provides that “Parliament shall enact appropriate laws to ensure that functions, powers, responsibilities and resources are at all times transferred from the Central Government to local government units in a co-ordinated manner.

The processes by which a central government formally transfers powers to actors and institutions at lower levels (local governments) in a political- administrative hierarchy is known as decentralisation. Local government as a system of governance in Ghana has evolved through different historical periods. This Chapter presents the evolution of local government and decentralisation in Ghana in three different historical periods namely, pre-independence era, post-independence era and the current system as established.

The Pre-Independence Era

Following the discovery and settlement of Europeans in Africa and particularly, the Gold Coast, both the leadership and the dynamics of local governance changed dramatically with the chiefs playing less prominent roles to the British Resident Commissioners. Prior to this, the chief was the head of government in most local communities in Ghana, supported by his elders. With the coming of the British to the Gold Coast, local government administration centred on the chiefs or some local loyalty which was basically undefined. This system of local government was referred to as the “Indirect Rule System”. The units of local government were called Native Authorities which were not democratic. The chiefs in these units were already recognised as

wielders of authority and there were no clearly-recognised power wielders. In effect, the colonial government handpicked some influential people to help them administer law and order.

Local Government in the Gold coast developed along two parallel lines. A series of Municipal Council Ordinances regulated local government in the major municipalities while a series of Native Jurisdiction Ordinances regulated local government in the rest of the country through the State Councils and Native Authorities (Ahwoi, 2010). Following the 1948 disturbances in the major cities in the Gold Coast, and in a bid to address the inadequacies identified by the Coussey Committee in 1949, the first Local Government Ordinance was commissioned in 1951.

Unfortunately, there were no marked changes in this Ordinance because it did not affect the major Councils. As many as 252 Local and Urban and 26 District Councils were created (Ahwoi, *ibid*). Further strengthening the undemocratic powers of chiefs, the new system was linked with the old system and the chief was announced the President of the New Councils, though with limited powers.

In just 5 years of implementing the new system, some inadequacies were again identified and F. A. Greenwood headed another commission in 1956 to make propositions to reform the Local Government system paying attention to the structure of Local Government, revenue control systems, expenditure control measures, taxation and Local Government financing among others. The Greenwood recommendations hardly saw daylight before Ghana regained her independence a year later (1957).

From 1957-1987

The 1957 Constitution which gave birth to Ghana's independence

on the 6th of March, 1957 also provided some reforms in the Local Government system. The Constitution divided the country into five administrative regions: Eastern, Western, Ashanti, Northern and the Trans-Volta Togoland Regions. Representatives from the Regional Houses of chiefs headed the regions except the Ashanti which was headed by the Asantehene. Every region had an Assembly (equivalent of Parliament) and these regional assemblies were responsible for the entire development of the regions. Again, the Constitution retained the Local Government Councils: Municipal, District, Urban and Local Councils, as were in existence.

Unfortunately, the Regional Assemblies did not see their own importance in dispensing local governance and thus, their activities were marked with grave opposition. This was the situation until the 1960 Republican Constitution was promulgated which provided for some reforms in the Local Government system again.

Remarkable in the 1960 Republican Constitution about strengthening local governance was the division of the country into eight regions namely, Ashanti, Brong Ahafo, Central, Eastern, Northern, Upper, Volta and Western. This brought the number of regions in the country to eight. A year after the promulgation of the Republican Constitution, there was another Local Government Act in 1961 (Act 54), which divided the country into cities, Municipal and Local Area Councils (Ahwoi, Ibid:3). This was the Act that recognised the participation of Village, Town and Area Committee in Local Government processes but proscribed the representation of traditional authorities. This again was a major reform in Ghana's local government system because it introduced elections to get members of the various committees with a Paramount Chief chairing the District Councils who was appointed by the Minister for Justice to chair and lead processes leading to electing a substantive chair. The District Councils had three-year tenure of office though eligible for re-election.

Local Government in Ghana was subsumed under the Ministry of Justice. The Councils had four major functions: environmental management, security which deployed the local authority police, provision of social services and infrastructure. License, permits fees, land revenues, etc. had been traditional sources of Local Government financing.

Inadequacies in the Local Government system continued to be catalogued and by way of reforms, the sector incorporated recommendations from many commissions. There was another Local Administration Act of 1971 (Act 359), which conferred the appointive powers of the Prime Minister to the Regional Chief Executives to head the Regional Councils. Interestingly, there was an amendment to the 1971 Act in 1974 referred to as the Local Administration (Amendment) Decree, 1974. This Amendment Decree (1974) created a four-tier structure of Local Government. The structure had the Regional Councils, District Councils, Area, Municipal, Urban and Local Councils, and then Town or Village Development Committees (Ahwoi, *ibid*).

Again, the amendment abolished the inadequacies in the old order where there was distinction between the Central Government and Local Government and adopted an integrated or fused approach to Local Government. It established 62 districts (instead of the 58 provided by Act 359 of 1971). According to Ahwoi (2010), "the new system provided for the establishment of 273 municipal, area, urban and local councils. In practice, however, with the exception of the 6 Area Councils established in the Accra District in August, 1977, none of the remaining 267 Councils was established". The districts and councils were basically in charge of organising and carrying out local development.

In 1979, the Constitution that returned the country to civilian rule

empowered Parliament to enact a law to create District Councils, Village, Town and Area Development Committees. This was not a novelty because the 1974 Local Administration (Amendment) Decree, had already provided for these Local Government units. The novelty in this case was the re-introduction of the power to appoint some members of the various units. Two-third of the membership was elected through universal adult suffrage while the remaining one-third was appointed by traditional authorities. Here again, the appointive power was now conferred on the traditional authorities which sought to re-introduce traditional authorities into Local Government after they were long excluded by Act 54 of 1961. The functions of these four-tier Local Government units were basically as same as before.

Following the provisions made under Chapter 20 of the 1979 Constitution, the Government in the Third Republic amended the Local Administration (Amendment) Decree, 1974 in 1980 and replaced the Part I of the Local Administration Act of 1971 (Act 359). This amendment redefined the membership of the various Local Government units and recreated spaces for traditional authorities as well as re-introduced the appointive powers, now conferred on the President of the Republic of Ghana as well as two representations from the Regional House of Chiefs in the Regional Councils. This amendment was the last major reform in the governance system of Ghana until the current local government arrangements was promulgated by the Provisional National Defence Council (PNDC) Law, PNDCL 207 of 1988.

1988 and Beyond

The current system of local government and decentralisation started in 1988 with the promulgation of PNDC Law 207. It introduced the District Assembly system of local government and this arrangement

was preceded by various preparatory efforts and lessons from previous experiences. Under the District Assembly system of local government, new districts were created and established, increasing the total number of districts from 65 to 110. The first local level elections under the new system was held in 1988. This was consistent with the overall objective of the decentralisation process which seeks to promote popular participation and citizens' ownership of the machinery of government.

In 1992, the Fourth Republican Constitution gave further impetus to the concept of popular participation by devoting Chapter 20 to Decentralisation and Local Government. Article 240 (1) specifically states that the country shall have a system of local government and administration which shall as far as practicable, be decentralised. Article 240 (2)(a) provides that "Parliament shall enact appropriate laws to ensure that functions, powers, responsibilities and resources are at all times transferred from the central government to local government units in a co-ordinated manner. In furtherance of the Constitutional provisions, the Local Government Act, 1993 (Act 462) was enacted and this repealed PNDC Law 207 of 1988.

In 2003, 28 new districts were created raising the total number of administrative districts from 110 to 138 under the government of the New Patriotic Party (NPP). Again, in 2007, 32 more districts were created, under the same government. This further increased the number of districts in the country from 138 to 170. In 2012, 46 new districts were created under government of the National Democratic Congress (NDC) and thus bringing the total to 216 districts.

It is important to note that decentralisation and local government in the case of Ghana, is a process and not an event. In that process, there are successes and challenges. Some of the known successes include, improved citizens' consciousness on their democratic rights;

expanded representation at the local level (manifested by election of members of the districts and sub districts) and improved access to service delivery. These successes are also accompanied by known challenges such as, capacity constraints in terms of qualified staff and inadequate and comprehensive data for planning as well as fiscal and budgetary autonomy.

These challenges had occasioned continuous efforts and reforms in the sector. There are continuity in reforms at the policy, legal, institutional and programming levels. The Constitution Review Commission (CRC) has made various recommendations for amendments to deepen political decentralisation. At the policy level, the National Decentralisation Policy Framework and Action Plan was formulated in 2010 under the theme, “Accelerating Decentralization and Local Governance for National Development”. Currently the successor, National Decentralisation Policy and Action Plan for the period 2015-2019 has also been formulated, with focus on deepening the decentralisation and local government.

It is also worth pointing out that with the inception of the decentralization policy, development planning has taken a new dimension. The country adopted the decentralized approach to development planning in order to overcome the shortcomings of centralized planning arrangements in place. This system integrates social, economic, political, spatial and environmental facets of development with bottom-up structures. The 1992 Constitution envisaged a long-term national development plan for Ghana under the Directive Principles of State Policy. It provides that every Government must pursue policies that would ultimately lead to the “establishment of a just and free society”, where every Ghanaian would have the opportunity to live long, productive, and meaningful lives. The President was required to present to Parliament a Coordinated Programme of Economic and Social Development

Policies within two years of assuming office. This results in the preparation of the National Development Policy Framework (NDPF) which covers phases of Coordinated Programme of Economic and Social Development Policies. The current NDPF is the Ghana Shared Growth and Development Agenda II and this forms the basis for the preparation of development plans and annual budgets at the national and subnational level of governance.

STRUCTURE OF THE LOCAL GOVERNMENT SYSTEM

Introduction

The public sector operates at the central, regional and local levels. Sub-national (or local) government, by definition, is any government jurisdiction below the national (or central) level and thus includes the region and local government sub-sectors. Local government entities: (a) are corporate bodies; (b) perform public functions within their territorial jurisdictions; (c) have their own (often elected) political leadership; and (d) prepare and approve their own budgets (ILGS/ APRM, 2015).

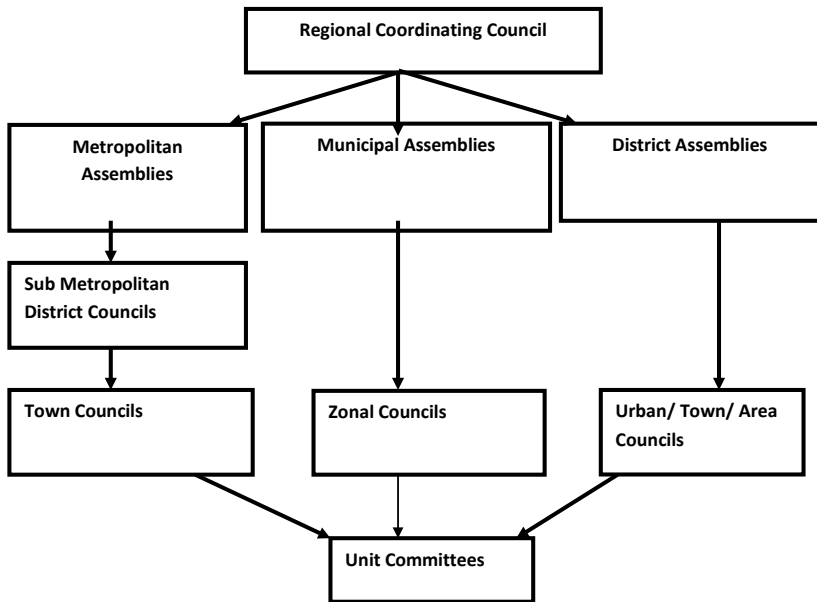
Article 4 (1) of the 1992 Republic of Ghana Constitution provides that “the sovereign State of Ghana is a unitary republic consisting of those territories comprised in the regions which immediately before the coming into force of this Constitution, existed in Ghana, including the territorial sea and the air space. Article 35 (6)(d) provides that

the “State shall take appropriate measures to make democracy a reality by decentralizing the administrative and financial machinery of government to the regions and districts and by affording all possible opportunities to the people to participate in decision-making at every level in national life and in government” .

This Chapter presents the structure of the Local Government System in Ghana. Ghana’s local government system is made up of the Regional Coordinating Councils, four-tier Metropolitan Assemblies and three-tier Municipal/ District Assemblies. Below the MMDAs are the sub-district structures namely; Sub-metropolitan District Councils, Urban/ Zonal/ Town/ Area Councils and Unit Committees. Figure 1 illustrates the structure of the Local Government System of Ghana.

In all there are 10 Regional Coordinating Councils, 6 Metropolitan Assemblies, 56 Municipal Assemblies and 154 District Assemblies and over 1300 Urban, Zonal or Town or Area Councils and more than 16,000 Unit Committees that have been prescribed by law.

Local Government Act, 1993 (Act 462) makes provision for the establishment of Regional Coordinating Councils (RCCs), Metropolitan, Municipal and District Assemblies as well as the sub-district structures. Their establishment, composition and membership as well as functions constitute the main discussion points of this Chapter.

Figure 1: **Structure of the Local Government System**

Source: ILGS (2008) *Introduction to Ghana's Local Government System*

Regional Coordinating Councils

The power to create a region is vested in the President by the Constitution of Ghana (Article 5 (1)) while Act 462 gives the President the power to create a district. The key consideration for the creation of a district includes the following:

- Population
- Geographical contiguity
- Economic viability which refers to the ability of an area to provide the basic infrastructural and other developmental needs from the monetary and other resources generated in the area.

Act 462 also establishes the RCC in each region in Ghana. The

Regional Coordinating Councils (RCCs) represent the highest political and administrative body within the region.

Composition and Membership of RCCs

The RCC consists of the:

- Regional Minister (who is also the chairperson);
- Deputy or deputies Regional Minister (s);
- Presiding Member of each District Assembly (DA) in the region
- Chief Executive of each DA in the region;
- Two chiefs from the Regional House of Chiefs elected by the chiefs at a meeting of the House; and
- Regional heads of the decentralised departments in the region as members without the right to vote.

The Regional Coordinating Director (RCD) serves as Secretary to the RCC.

Functions of RCCs

In practice the RCC's main functions are to coordinate, monitor, harmonise and evaluate plans, programmes, activities and performance of the MMDAs. In terms of security, the Security and Intelligence Agency Act, 1996 (Act 526) provides for Regional Security Committees to ensure security of persons and properties within the jurisdictions.

Act 462 summarises the functions of the RCCs into two broad areas namely, the coordinating and planning functions. The details under each of the two broad functions are as follows:

- i. Coordinating Functions
 - monitor, co-ordinate and evaluate the performance of the District Assemblies in the region;

- monitor the use of all monies allocated to the District Assemblies by any agency of the Central Government;
- review and co-ordinate public services generally in the Region; and
- perform such other functions as may be assigned to it by or under any enactment.

ii. Planning Functions

A Regional Co-ordinating Council shall also perform such planning functions as may be conferred on it by any enactment. In particular, the National Development Planning (Systems) Act, 1994 (Act 480) confers the following planning functions:

- provide the District Planning Authority with such information and data as is necessary to assist them in the formulation of district development plans;
- co-ordinate the plans and programme of the District Planning Authorities and harmonize the plans and programmes with national development policies and priorities for consideration and approval by the National Development Planning Commission (NDPC);
- monitor and evaluate the implementation of the programmes and projects of the District Planning Authorities within the region;
- act on behalf of the NDPC with respect to such national programmes and projects in the region as the NDPC may direct; and
- perform such other planning functions as may be assigned to it by the NDPC.

The Regional Planning Coordinating Unit (RPCU) is the secretariat responsible for providing advice in relation to the planning functions of the RCC including:

- the co-ordination, monitoring and evaluation of district
-

- development plans;
- matters relating to development planning in the region, including spatial and sectoral policies.

Metropolitan, Municipal and District Assemblies (MMDAs)

The power to establish an Assembly is vested in the Minister of Local Government and Rural Development (Section 3(1-2) of Act 462). In respect of the sub structures, Act 462 states that “the Minister may by legislative instrument and with the prior approval of the Cabinet establish (a) Sub-Metropolitan District Councils; (b) Urban or Zonal Councils; (c) Town or Area Councils; and (d) Unit Committees within the area of authority of the District Assembly”. The powers, composition, functions, roles and responsibilities of the various structures have been spelt out in several legislations.

Ghana’s decentralisation and local government system has a four-tier Metropolitan Assemblies and three-tier Municipal/ District Assemblies. The key factors which determine an Assembly to be a Metropolitan, Municipal or District are the population size and settlement characteristics of the area. The Act stipulates the classification as follows:

- A metropolis is a local government unit or area with a minimum population of 250,000 people;
- A municipality is a single compact settlement with a minimum population of 95,000 people;
- A district is a local government unit or area with a minimum population of 75,000 people.

The Map of Districts of Ghana has been attached as Appendix 1 and depicts the metropolises, municipalities and districts as well as the regional boundaries as well as the respective capital cities.

Composition and Membership of the Assembly

As stated under Section 5 of the Local Government Act of 1993 (Act 462), a District Assembly consist of the following members:

- the District Chief Executive;
- one person from each electoral area within the District elected by universal adult suffrage in accordance with regulations made for the purpose by the Electoral Commission;
- the member or members of Parliament from the constituencies that fall within the area of authority of the District Assembly, except that such member or members shall have no voting rights; and
- other persons not exceeding 30 per cent of the total membership of the Assembly appointed by the President in consultation with the traditional authorities and other interest groups in the district.

The District Coordinating Director is Secretary to the Assembly.

Functions

The District Assembly has three main functions namely, executive, legislative and deliberative. It exercises political and administrative authority and provides guidance, gives direction to and supervise all other administrative authorities in the district.

Section 10 (3) of the Local Government Act, 1993 (Act 462) summarises the functions of MMDAs as follows:

- a. be responsible for the overall development of the district and shall ensure the preparation and submission through the Regional Co-ordinating Council
 - i. development plans of the district to the Commission for approval; and
 - ii. the budget of the district related to the approved plans to the

Minister for Finance for approval;

- b. formulate and execute plans, programmes and strategies for the effective mobilization of the resources necessary for the overall development of the district;
- c. promote and support productive activity and social development in the district and remove any obstacles to initiative and development;
- d. initiate programmes for the development of basic infrastructure and provide municipal works and services in the district;
- e. be responsible for the development, improvement and management of human settlements and the environment in the district;
- f. in co-operation with the appropriate national and local security agencies be responsible for the maintenance of security and public safety in the district;
- g. ensure ready access to courts in the district for the promotion of justice;
- h. initiate, sponsor or carry out such studies as may be necessary for the discharge of any of the functions conferred by Act 462 or any other enactment; and
- i. perform such other functions as may be provided under any other enactment including local economic development, social protection and other emerging roles.

Sub-District Structures

Section 3 (3) of Act 462 provides that, the Minister may by legislative instrument and with the prior approval of the Cabinet establish within the area of authority of the District Assembly:

- Sub-Metropolitan District Councils;
- Urban or Zonal Councils;
- Town or Area Councils; and
- Unit committees.

These structures are established rallying points for local enthusiasm in support of the development objective of the District Assembly. Table 1 provides a description of the respective sub district structure classifications.

Table 1: **Classification of the Sub District Structures**

Sub-Structure	Description
Sub-Metropolitan District Councils	Found in Metropolitan Assemblies and established for cosmopolitan areas, with identical urbanization and management problems
Urban Council	Peculiar to settlements of "ordinary" District Assemblies with populations above 15,000 and which are cosmopolitan in character
Town Council	Established for settlements with population exceeding 50,000 people (Metropolis) Established for settlements with populations between 5,000 and 15,000 people (Districts)
Area Council	Exists for a number of settlements and villages which are grouped together but whose individual settlements have populations of less than 5,000 people.
Zonal Council	Are found in the "one-town" Municipal Assemblies with population of 3,000
Unit Committees	Rural Areas: Group of settlements with a population of between 500 and 1,000 (rural areas) Urban Areas: Population of 1,500 and above

Appendix 2 presents the list of districts and the sub structures namely, the Sub Metropolitan District Councils and the Urban, Town, Area and Zonal (UTAZ) Council as well as Unit Committees.

Sub Metropolitan District Councils

The sub-metropolitan District Councils are structures immediately below the Metropolitan Assemblies. Currently, there are 30 sub-metropolitan districts councils. Accra, Kumasi, Sekondi Takoradi and Tamale Metropolitan Assembly have 10, 9, 4 and 3 Sub Metropolitan District Councils respectively. There are two each in Tema and Cape Coast Metropolitan Assemblies. Their conception is based on the principle of subsidiarity and in recognition of the large size of the metropolitan authorities. It enables the city administrators to become more effective. Table 2 shows the various Sub-metropolitan District Councils as established by law.

Table 2: **Sub-Metropolitan District Councils**

Sub-Metropolitan District Council under Respective Metropolitan Assemblies					
Accra Metropolitan Assembly (MA) (10)	Kumasi MA (9)	Sekondi-Takoradi MA (4)	Tema MA (2)	Tamale MA (3)	Cape Coast MA (2)
Ablekuma Central	Asokwa	Sekondi	Tema West	Tamale Central	Cape Coast South
Ablekuma North	Bantama	Takoradi	Tema East	Tamale North	Cape Coast North
Ablekuma South	Manhyia	Effia		Tamale South	
Ashiedu Keteke	Tafo	Essikado-Ketan			
Ayawaso Central	Subin				

Ayawaso East					
Ayawaso West	Nhyiaeso				
Okaikoi North	Kwadaso				
Okaikoi South	Suame				
Osu Klottey					

Source: Compiled by ILGS 2015

The sub-metropolitan District Council consists of:

- not less than fifteen and not more than twenty members made up of all elected members of the Assembly in that sub-metropolitan district;
- and not more than five members of the Unit Committees in the sub-metropolitan district serving in rotation for a two-year term in order that by the end of the rotation, each unit committee member would have served as a member of the council;
- and not more than five adult residents the majority of whom are to be women in the sub metropolitan district appointed by the regional minister in consultation with the traditional authorities and other interest groups in the sub metropolitan district.

The functions of the Sub-Metropolitan District Councils as stipulated under the Second Schedule of LI 2223 of 2015 include:

- Number and keep records of all rateable property in its area and collect the rates fixed and fees levied by the Assembly on its behalf.
 - Be responsible for the day-to-day administration of its area;
 - Promote and safeguard public health and for this purpose, the Assembly shall assign a medical officer, health inspector and other staff appropriate, other than semi-skilled and unskilled labourers to its area.
 - Cause its area to be inspected regularly for the detection of nuisance or any condition likely to be offensive or injurious to
-

health, the environment and public safety and to cause proper steps to be taken to secure abatement of nuisance or the removal of the condition;

- Build, install, maintain and control public toilets and urinals without prejudice to the right of the Assembly to do same, but any contract with the third party for the performance of this function shall require the prior written approval of the Assembly;
- Recommend to the Assembly the naming of all streets in its area of authority and cause all building in the streets to be numbered
- Be responsible for the management of waste in its area
- Be responsible for the administration of self-help projects;
- Prepare annual estimates that cover revenue and expenditure for inclusion in the Assembly's budget;
- Implement bye-laws of the Assembly;
- Maintain markets and prohibit the erection of stalls in places other than a market;
- Maintain and control parks for motor and other vehicles;
- Promote the development of sports within its area of authority;
- Maintain public parks and gardens.

Urban, Town, Area and Zonal Councils

An Urban, Town, Area and Zonal (UTAZ) Council consists of not less than (10) and not more than fifteen (15) members to be made up as follows:

- not more than 5 persons elected from among the members of the relevant District Assembly who have been elected from electoral areas within the area of authority of the UTAZ Council, except that where the electoral areas within the area of the authority of the UTAZ are less than 5, all the elected members shall be members of the Town Council; and
- not more than 10 representatives from the Unit Committees in the area of authority of the UTAZ concerned, elected annually

on rotational basis; except that each Unit committee shall be represented on the UTAZ Council by the end of the rotation.

The functions of the UTAZ as stipulated under the Second Schedule of LI 1967 include:

- To ensure and keep records of all dateable persons and properties in the urban area, zone or town.
- To assist any person authorized by the assembly to collect revenues due to the assembly.
- To recommend to the district assembly the naming of all streets in its area of authority and cause all building in the streets to be numbered
- To plant trees in any street and to erect tree-guards to protect them so that the streets are not unduly obstructed
- To –prevent and control fire outbreaks including bush fires
- Organize with any other relevant organization annual congresses of the people of the urban area zone or town for the purpose of discussing the development of the urban area, zone or town including the raising of voluntary or other contributions to fund the development
- Perform such other functions as may be delegated by the assembly

Urban and town councils shall perform the following additional functions

- To be responsible for the day-to-day administration of the urban area or town;
 - To arrange revenue collection contracts with the districts assembly and collect revenue due to the assembly;
 - To prepare annual budgets of revenue and recurrent and development budget of the urban or town council for approval by the district assemblies
 - To open and maintain bank accounts;
 - To provide, operate and maintain community services in the urban
-

- areas or town;
- To take such steps as may be necessary to prevent disasters including floods and bush fires in the urban area or town;
- To prepare short, medium and long term development plans for the urban area or town for approval of the assembly;
- To make proposal to the assembly for the levying and collection of special rates for projects and programmes within the urban area or town
- Subject to the approval and direction of the assembly to implement schemes for economic development and social justice as may be entrusted to them.

Unit Committees

The Unit Committees are the lowest level and form the basic unit of the local government structures. A Unit Committee consists of not more than five (5) persons elected at an election conducted by the Electoral Commission for that purpose. Unit Committees play important roles in the enforcement of bye-laws and mobilisation of resources since they are closer to the people. The Unit Committees provide structured mechanisms of representation, participation and accountability from village levels upwards.

The functions of Unit Committees are as follows:

- Supervise the staff of district assembly performing duties in its area of authority
- Assist in revenue collection
- Organize communal and voluntary work
- Educate the people on their rights, privileges, obligations, and responsibilities
- Provide focal point for discussion of local matters and make recommendations to the assembly
- Monitor the implementation of self-help and development

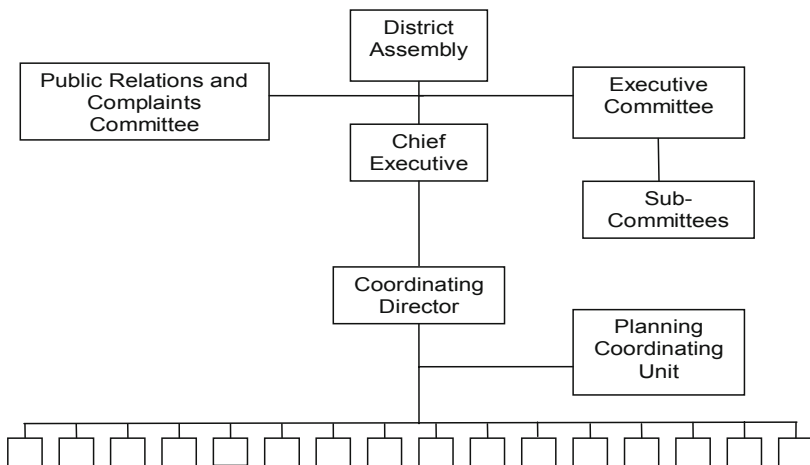
projects

- Assist in enumerating and keeping records of all ratable persons and properties
- Make proposals to assembly regarding levying and collection of rates for projects and programs

The Administrative Structure of the District Assembly

This section narrows down the discussions so far on the structure of the local government system to particularly deal with the structure of a typical District Assembly. The District Assembly is made up of the General Assembly, the Executive Committees and its sub-committees, the Public Relations & Complaints Committee as well as the Coordinating Directorate and the Departments of the DAs. Figure 2 depicts the envisaged administrative structure of the district assembly.

Figure 2: **Sample Administrative Structure of District Assembly**



Source: LGSS HR Operational Manual (2014)

Note: Boxes depict the departments of MMDAs and Table 3 represents the departments as established for Metropolitan, Municipal and District Assemblies.

The General Assembly

The Assembly is the highest decision-making body of the district. They perform deliberative, legislative and executive functions and these functions are performed under the leadership of the Presiding Member.

Committees of District Assemblies

There are two main committees of the District Assembly namely, the Executive Committee and the Public Relations and Complaints Committee. In the performance of its functions, the Executive Committee works through its subsidiary committees of development planning, social services, works, finance and administration, justice, security and others. The respective functions of these committees have been discussed in subsequent Chapters of this book.

The Coordinating Directorate of the District Assembly

An important structure in the organisation and functioning of the District Assembly is the Office of the Coordinating Directorate. It is the administrative and technical unit of the Assembly and the office is headed by the Metropolitan, Municipal or District Coordinating Director.

Section 21 of the Local Government Service Act, 2003 (Act 656) provides for the functions of the Co-ordinating Directorate of a District Assembly. It states that the "Co-ordinating Directorate of a

District Assembly is responsible for assisting the District Assembly in the performance of its duties under the Local Government Act 1993 (Act 462), the National Development Planning (Systems) Act 1994 (Act 480) and any other enactment for the time being in force". It is responsible for assisting the Assembly in the performance of its duties such as coordinating and harmonising the work programmes of the departments of the DAs and decentralised departments.

The Departments of MMDAs

Section 38 of the Local Government Act 462 of 1993 (First Schedule) establishes sixteen (16) Departments for Metropolitan Assemblies; thirteen (13) Departments for Municipal Assemblies; and eleven (11) Departments for District Assemblies. Table 3 shows the department as envisaged under Act 462. Again, the Departments of District Assembly (Commencement Instrument), 2010 (LI 1961) was promulgated for the commencement of the functioning of the decentralized departments at the district level as Departments of the District Assemblies.

LI 1961 provided for two categories of departments, (1) those that becomes operational upon the passage of the L.I (Schedule 1) and (2) those that requires legislative amendments of their mother legislations before commencements (Schedule 2). Schedule 3, spells out the functions of departments of MMDAs. Table 4 outlines the Schedule 1 and Schedule 2 departments (LI 1961).

Under these arrangements, the decentralized departments are called the Departments of the District Assembly and all staff of these departments of the DA (responsible for providing the required technical expertise for local level development) are automatic members of the Local Government Service (LGS) after its establishment. The Departments are headed by Heads of Departments, who are

responsible for the efficient and effective performance of the functions and responsibilities assigned to the respective departments. The Heads of Departments are answerable to the Metropolitan, Municipal or District Chief Executive through the Metropolitan, Municipal or District Coordinating Director as depicted in Figure 2.

Table 3: **Department of MMDAs**

LG ACT 462, FIRST SCHEDULE (DEPARTMENT UNDER MMDAs)					
Metropolitan Assembly		Municipal Assembly		District Assembly	
1	Central Administration	1	Central Administration	1	Central Administration
2	Finance	2	Finance	2	Finance
3	Education, Youth and Sports	3	Education, Youth and Sports	3	Education, Youth and Sports
4	Health	4	Health	4	Health
5	Agriculture	5	Agriculture	5	Agriculture
6	Physical Planning	6	Physical Planning	6	Physical Planning
7	Social Welfare and Community Development	7	Social Welfare and Community Development	7	Social Welfare and Community Development
8	Natural Resources Conservation Dept Forestry Game & Wildlife Division	8	Natural Resources Conservation Dept Forestry Game and Wildlife Division	8	Natural Resources Conservation Dept Forestry Game & Wildlife Division

9	Works	9	Works	9	Works
10	Industry And Trade	10	Industry and Trade	10	Industry and Trade
11	Disaster Prevention and Management	11	Disaster Prevention and Management	11	Disaster Prevention and Management
12	Transport	12	Transport		
13	Urban Roads	13	Urban Roads		
14	Waste Management				
15	Budget And Rating				
16	Legal				

Source: section 38 of the Local Government Act 462 of 1993

Table 4: **First and Second Schedule of LI 1961**

First Schedule	Second Schedule
Central Administration	Physical Planning Department*
Works Department	Department of Trade and Industry**
Physical Planning Department*	Finance Department
Department of Trade and Industry **	Department of Education, Youth and Sports
Department of Agriculture	Disaster Prevention and Management Department
Department of Social Welfare and Community Development	Natural Resources Conservation, Department; Forestry, Game and Wildlife Division
Legal Department	District Health Department

Waste Management Department	
Urban Roads Department	
Budgeting and Rating Department	
Transport Department	

Notes:

** Starts with Parks and Garden until Town and Country Planning Department law is tweaked to have the complete Physical Planning Department*

***Starts with Cottage Industry until law is tweaked to merge Cottage Industry with the Cooperative units to form a Department of Trade and Industry*

PRIMARY ACTORS OF THE ASSEMBLY SYSTEM

Introduction

The legislative framework for the system local government administration in Ghana envisages Metropolitan, Municipal and District Assemblies (MMDAs) as institutions created to give practical expression to the assumptions underlining the concept of decentralisation. MMDAs are in effect aimed at creating a forum at the district where a team of development agents, the representative of the people (Assembly Members) and other functionaries and stakeholders collectively agree on the development challenges facing the district; identify the factors causing the development challenges and decide on the actions necessary to deal with them. In the performance of their functions, several functionaries, actors and stakeholders are critical for smooth operations.

The primary actors (key officers) of a typical District Assembly

comprises the following:

- The Metropolitan, Municipal or District Chief Executive (MMDCE);
- The Presiding Member (PM);
- The Members of Parliament (MPs);
- The Metropolitan, Municipal or District Coordinating Director (DCD);
- Assembly Members, both elected and appointed;

This part of the book discusses the duties and responsibilities of these actors.

The District Chief Executive (DCE)

Article 243 of the Constitution provides that there shall be a District Chief Executive for every district who shall be appointed by the President with the prior approval of not less than two-thirds majority of members of the Assembly present and voting at the meeting. The Chief Executive is the chief representative of the Central Government in the district and among others responsible for the following functions:

- He/she presides at meetings of the Executive Committee of the Assembly and in his absence; a member of the Executive Committee is elected by members present from among themselves to preside;
- The MMDCE is also responsible for the day to day performance of the executive and administrative functions of the Assembly;
- He/she is responsible for the supervision of the departments of the Assembly;
- Chairs the Entity Tender Committee

The Chief Executive holds office for not more than two terms, each of which is of four years duration; and shall be removed from office by not less than two thirds of members voting.

Presiding Member of Assembly

The Presiding Member (PM) is elected from among the members of the Assembly and must be approved by at least two-thirds of all members of the Assembly. The PM holds office for a term of two years and may be eligible for re-election after the end of his term of office. He or she is not a member of the Executive Committee. The role of the PM includes the following:

- Presides over General Assembly meetings;
- Controls deliberations and ensures good conduct and good behaviour at Assembly meetings;
- Has casting vote;
- Chairs Public Relations and Complaints Committee; and
- Chairs the Credit Approval Committee Meetings of the Assembly.
- Chairs the Audit Report Implementation Committee of the Assembly.

Member of Parliament (MPs)

Members of Parliament (MPs) represent constituencies within the district. MPs are the link between Parliament and the Assembly. They are members of the District Entity Tender Committee. They perform these functions:

- Guide the Assembly on legislations passed by Parliament to ensure that the Assembly's byelaws are not in conflict with national legislation;
- Identify problems of their electorates so as to advocate for their needs in Parliament;
- Brief the Assembly about proceedings in Parliament at Assembly meetings; and
- Provide feedback on projects and programmes that are of interest to the MMDA.

The District Coordinating Director (DCD)

The District Coordinating Director shall be the Secretary to the Assembly and the head of the District Co-ordinating Directorate. He/she shall also be a member of the Local Government Service. The Coordinating Director assists the MMDA in the performance of its duties and performs the following functions:

- Responsible for the day to day administration of the coordinating directorate of the MMDA;
- Responsible for the implementation of the decisions and plans of the MMDA;
- Secretary to the District Assembly, Executive Committee and the Entity Tender Committee;
- Responsible for effective planning and budgeting;
- Observance of financial, stores and budgetary guidelines; and
- Initiation, execution, monitoring and evaluation of development plans, projects and programmes.

The Assembly Member

The Assembly Member is the liaison between the MMDA and the community. He/she plays a critical role in community development. The Assembly Member participates in the work and activities of the Assembly such as attending meetings and contributes to decision-making processes. The duties of the Assembly Member as prescribed by Act 462 include the following:

- Joins and participates in Committee Meetings of the Assembly.
- Serves on at least a committee of the Assembly;
- Educates the electorate on government policies and Assembly projects;
- Maintain close contact with the electorate and consults them on regular basis.

- Consult them before each Assembly meeting on issues to be discussed in the Assembly; and
- Collate views, opinions and proposals on matters affecting his/her electoral area and present the issues to the Assembly.

STANDING ORDERS OF THE DISTRICT ASSEMBLY

Introduction

Standing orders are not laws. They are guidelines for the conduct of the business in the house: Assembly or Urban or Zonal or Town or Area or Unit Committee. Model Standing Orders are issued by the Minister for Local Government and Rural Development for the conduct and proceedings of Assembly business (Section 18(6) of Act 462). It is important to note that Order 16(8), 16(9) and 16(10) of the Model Standing Orders for MMDAs have been amended in July, 2009.

Types of Meetings

The Model Standing Orders stipulates five (5) types of meetings. An Assembly shall conduct its meeting comprising of its members and with other partners such as heads of the departments of District

Assemblies as and when the need arises to deliberate on issues that affect the wellbeing of the people and district and to chart the way forward. The 5 basic meetings are:

A. Inaugural Meetings

An inaugural meeting is the first meeting of an Assembly following every local election to inaugurate members in the Assembly. This kind of meeting is held every 4 years after an Assembly successfully completes its tenure and fresh elections conducted. An inaugural meeting is the only meeting that must be convened by only the Secretary to the Assembly (District Coordinating Director (DCD), all other meetings must be signed by the Presiding Member (PM). It is during this meeting that the PM is usually elected. After the election of the PM, the Assembly also adopts the Model Standing Orders and approve language(s) to be spoken during Assembly Meetings. It is in this meeting that the Inaugural Address is also read by the President's representative in the district on behalf of the President.

B. Ordinary Meetings

Ordinary meetings are the normal meetings that Assemblies often held to debate on issues affecting the district and suggest solutions. Decisions are made through voting. The Assembly shall hold at least 3 of such meetings in a year (Standing Order 2(1). Ordinary meetings require at least 14 days' notice to members. Ordinary meetings must be held at the headquarters of the Assembly, but all other meetings can be held anywhere within the administrative region of the Assembly (Standing Order 6(1) (2).

C. Requested Meetings (Standing Order 2.1& 4)

As prescribed by the Standing Orders, a Requested meeting is usually convened when not less than one –third of the entire

membership of the Assembly request for a meeting. Requested meetings, unlike ordinary meetings require, at least 7 days' notice to the meetings. (Standing Order 4(b).

D. Special Meetings

As the name indicates, Special Meetings are convened to consider and approve or otherwise, of annual budgets for the Assembly and the President's Nominee for the position of District Chief Executive (DCE). This is a discretionary meeting because the period of notice that should be given to members before the meeting is left to discretion of the PM (Standing Order 4c).

E. Emergency Meetings

An Emergency meeting is convened to consider issues or matters that need urgent attention and cannot be postponed to form part of the agenda for Ordinary Meetings (Standing Order 4d). Examples of Emergency meetings include meetings to discuss a looming disaster or catastrophe, conflict, or other national issues that have been referred to the Assembly.

Notice of Meetings

The Secretary to the Assembly shall issue summons to each member, stating clearly the date, venue and time for a meeting. Notice of Meetings of the Assembly shall contain the date of the notice and:

- Kind of meeting,
- Place of meeting,
- Date, day and time of meeting,
- Agenda for the meeting,
- Date of the notice
- Signature of authorized convener.

The Notice of an Assembly Meeting shall be announced or publicised through any medium in the district including the radio and other sources that have wider listenership in the districts. Again, every Assembly shall have the addresses of all members of the Assembly to which Notices of Meetings intended for them shall be sent.

Forming Quorum

The quorum of a meeting of an Assembly shall be one-third of the members. In the event that a meeting of the assembly is less than a third of the members who are present for over an hour after the scheduled time for commencement of the meeting, the meeting shall be adjourned by the Presiding Member. Except with the approval of at least one-third of the members present, no business shall be transacted at a meeting of an Assembly other than those specified in the notice served hitherto.

A Meeting Convened Improperly

In the event that a meeting is convened improperly, the meeting shall be considered as a committee meeting and its decision could only be enforced if in the subsequent meeting, majority of the members approves of it.

The Presiding Member (PM) (Part 3 of Standing Order)

Election of PM

Every Assembly has a leader who presides over meetings of the Assembly. This leader is called the PM who shall be elected from among the members of the Assembly by at least two-thirds of all the members of the Assembly. The PM shall hold office for two years and may be eligible to stand for re-election after the expiration of his

term of office.

The Electoral Commission shall conduct the election of the Presiding Member, which shall be part of the agenda of the Inaugural Meeting of the Assembly. The Presiding Member shall, unless he or she resigns, or he or she is disqualified or recalled under section 8 of Act 462 hold office until his or her successor is elected. When a vacancy occurs as a result of resignation, re-call or disqualification, death or incapacity of the PM, the person elected shall hold office for the rest of the remaining term of the former member.

A PM is nominated through a nomination form comprising columns for name, occupation, membership status and electoral area which he or she is representing. The filled form is submitted either by the nominee or proposer or seconder.

Nomination of a candidate shall be subscribed by two members of the Assembly as a proposer and a seconder respectively, and by a third member assenting to the nomination, which should be endorsed, with the candidate's consent to the nomination. A person can only nominate a candidate once and cannot nominate himself or herself as candidate for election as Presiding Member.

Resignation

A PM can at any time during his tenure of office, in writing addressed to the Secretary to the Assembly, resign his post.

Removal

The PM of the Assembly may be removed at any time by resolution of two-third of the members of the Assembly.

Duties of the PM

The PM performs the following functions:

- Signs and convenes notices of all meetings of the Assembly except the Inaugural Meeting
- Besides the inaugural meetings, he or she presides over all meetings of the Assembly
- Ensure that the meetings are properly convened and conducted in accordance with the relevant rules and regulations of the Assembly
- Ensures that the number of persons present to convene a meeting is observed otherwise, he or she suspends or adjourns a sitting as a result of misconduct with regards to rules and regulations of the Assembly.
- Suspends a member from attending a number of sitting as a result of misconduct with regards to the rules and regulations of the Assembly
- Ensures the agenda of the meeting is strictly dealt with in order as stated in the agenda.

Procedure for Approval of President's Nominee

The president's nominee for the position of the DCE must be approved by the Assembly. When the President nominates a person, the Assembly constitutes a committee to vet and submit their proposals to the Assembly for approval or otherwise.

The Electoral Commission shall notify the Secretary for preparation of secret ballots of the President's nominee within the 21 days after the nomination of the President. The Electoral Commission shall notify the President of the Assembly's approval within 7 days in the event of the nominee polling two-third or more of the votes of the Assembly present and voting.

Order 16(8) as amended, provides that where the President's

nominee polls fifty percent or more of the votes cast but fails to poll the required two-thirds of the members present and voting, there may be another ballot conducted on the nominee within ten days of the first ballot unless the President within the said period withdraws his nomination.

16(9) Where the President's nominee fails to win the required two-thirds of votes of the members present and voting at the second ballot; the President may re-nominate the nominee on reasonable grounds or withdraw his nomination.

16(10) Any nominee of the President who at any time fails to poll fifty percent of the votes of the members present and voting may be re-nominated on reasonable ground or may be withdrawn by the President

Vote of No Confidence

The DCE may be removed from office at any time by vote of no confidence passed against him, supported by two-third of all members of the District Assembly. This shall be done through secret balloting only after a resolution supported by two-third of all members. The President has a singular honour of removing the DCE from office at any time. The DCE may also at any time during his tenure of office, in writing and addressed to the President resign his position.

Motions

All motions or amendments or resolutions to such motions shall be seconded before a debate commences thereon. A member may after proposing a motion, withdraw it with the permission of the PM and concurrence by the Assembly. A motion withdrawn may not be made again at any future meeting unless otherwise prescribed by notice

of the standing Orders. In situations where a motion has been lost or carried out, a motion to the same or contrary effect shall not be proposed until the e next meeting of the Assembly.

The mover of an original motion always has the right of reply after all the other members have had the opportunity to address the Assembly before the motion is put to vote. In a case where an adjourned motion is linked to a matter under discussion, the person who successfully carried out that motion shall be permitted to re-open the debate when there is a meeting.

Motions which cannot be effectively discussed by the house could be referred to a sub-committee or commission. The motion shall be moved and seconded to be referred to the Sub-Committee and agreed by two-third of the Assembly.

Questions

Within the Assembly meetings, a member who intends to ask a question during an assembly meeting shall send a day's prior notice to the Secretary who shall report the proposed question to the Assembly. A question shall not be asked in the Assembly without notice except:

- It arises from a report, resolution or is being debated by the Assembly,
- That a simple majority there agrees that the question is urgent,
- In committees

Questions asked at the Assembly should be devoid of offensive statement and should not be exaggerated. Questions asked at Assembly meetings should be devoid of names of individuals or expressions which will render the questions difficult to understand, they should be free of any issue which is sacred or considered to be sacred, and the questioner must not refer to any matter before a

court or tribunal. A question must also be straight to the point and not be directed towards criticising the behaviour or conduct of any person except in his or her position on the matter. The questioner must not be asked about the issues referred to a Commission of Enquiry or what issued in the press.

Adjournments

A meeting is adjourned when it is postponed to a later date yet to be determined. Notices of adjournment should be served. The period of adjournment should not be less than 10 days. A meeting is adjourned through the adoption of a formal motion for adjournment of a meeting by a simple majority. Among the reasons why a meeting shall be adjourned is when members attending cannot form a quorum for a sitting. In calling for adjournment, any member willing to move for adjournment shall rise and address the PM citing his or her reasons and must be supported by just simple majority votes.

Rules of Debate

Debates are regulated by the PM. During a debate in the Assembly, no member shall make reference to his or her personal observation on the subject matter. Offensive or insulting words should not be used in respect of any other member or input. In a situation where a member makes unguarded remarks about another member, he or she shall render an apology to the satisfaction of the Assembly. If the said member refuses or fails to render the apology, then any other member may, with the consent of the PM, move that the offending member be no longer heard. During Assembly sitting, no member shall engage in any other business such as reading newspaper, books, or any other document except the document directly connects to the agenda of the day. An unreasonable interruption such as speaking while another member is making a point shall not to be allowed.

THE COMMITTEE SYSTEM

Introduction

For any organization to work effectively and achieve its stated goals, it is imperative to structure it into different smaller units with specific responsibilities. There are enormous issues that need to be addressed with specific and detailed solutions to ensure sustainable development at the local level. The District Assembly is assigned deliberative and legislative functions as well as executive functions that will integrate political, administrative, economic and development resources to achieve more equitable allocation of wealth. This chapter of the book discusses the committees and sub-committees that have been created for effective formulation and implementation of policies and programmes of the District Assembly. The functions, composition, tenure, procedures for the conduct of committees' business are discussed as provided in the Model Standing Orders for MMDAs.

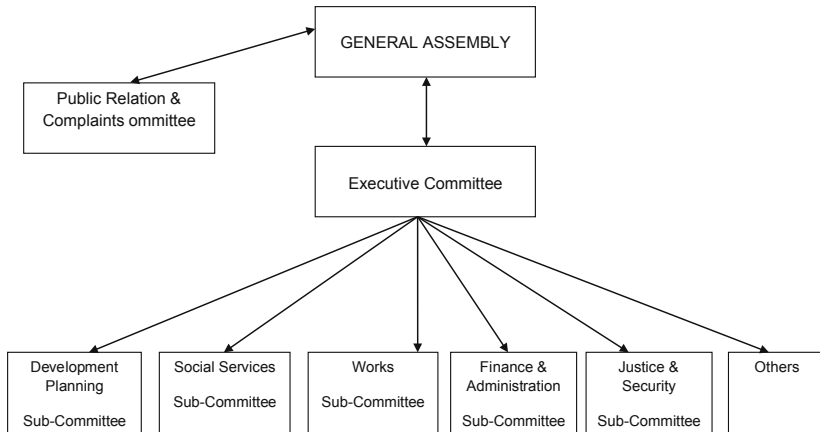
Types of Committee

The district has two main Committees in performing its functions. These are the Executive Committee and the Public Relations and Complaints Committee. Besides these two main committees, the District Assembly is mandated to create statutory sub-committees and other specialised committees as well as work with other committees as established by law including the District Education Oversight Committee and the District Security Council. Apart from committees that are established in the District Assembly, the law mandates District Assemblies to jointly create a committee for any project in which they are jointly interested. Figure 3 depicts the Committee Structure.

The Executive Committee

The most significant of these committees is the Executive Committee. The executive and administrative functions of the District Assembly are performed through its main organ called Executive Committee headed by the Metropolitan or Municipal or District Chief Executive. The Executive Committee of the Metropolitan Assembly is called the Metropolitan Authority and the Metropolitan Authority sub-committees are called Boards. The Metropolitan Authority and Boards are discussed in this same chapter.

The Executive Committee, which is the fulcrum of administration in the District Assembly, is responsible for the day-to-day performance of the executive and coordinating functions of the District Assembly and implementation of the resolutions or decisions made by the District General Assembly as well as to oversee the administration of the district.

Figure 3: **The Committee System**

Source: *ILGS/MLG&RD (2006) Hand Book for District Assembly Members*

Composition and Membership of the Executive Committee

The Executive Committee of the District Assembly is made up of not more than one-third of the total membership of the Assembly; including chairpersons of the various sub-committees created by the Assembly. However, the Presiding Member of the General Assembly is not a member of the Executive Committee. The District Assembly determines the membership of the sub-committees and each member of the District Assembly serves on at least one of the sub-committees with the exception of the Presiding Member. In addition, the Heads of Departments of the District Assembly can attend the meetings of sub-committees and sub-committees can co-opt any other person to attend any of its meetings.

Public Relations and Complaints Committee

The Public Relations and Complaints Committee is a very important committee in the District Assembly. It can be described as an oversight committee of the District Assembly. This committee receives, investigates and makes recommendations to the District Assembly on public complaints about conduct of staff members and local authorities in the District Assembly. Thus, for the purpose of ensuring transparency, openness, effectiveness, efficiency, public accountability and the rule of law, the committee becomes a conduit for citizens to express their views on the conduct of people in the Assembly and seek redress when aggrieved.

Sub-Committees

In the performance of its functions, the District Assembly works through committees. The Executive Committee of the District Assembly creates sub-committees to deal with specific relevant issues in the district. The sub-committees perform deliberative functions for the District Assembly and submit recommendations to the Executive Committee for action. As stated earlier, the District Assembly is mandated to establish 5 sub-committees. These 5 mandatory sub-committees are:

- Development Planning Sub-committee,
- Social Services Sub-committee,
- Works Sub-committee,
- Finance and Administration Sub-committee,
- Justice and Security Sub-committee.

In addition to these sub-committees, the district has the authority to create any other sub-committee that the Assembly may deem necessary to meet their needs in terms of political, social, economic, environmental, technological, legal matters etc. These permissive

committees are established as ad hoc or special committees. Some of these sub-committees include Food and Agriculture, Youth and Sports, Tourism and Disaster Management as well as Production and Gainful Employment.

Chairpersons of Committees

The District Chief Executive (DCE) of the district automatically becomes the Chairperson of the Executive Committee as stipulated in Act 462 section 20 (2). The DCE has the responsibility to preside over the meetings of the Executive Committee. However, in his or her absence, committee members have the power to elect one of their members to chair the meeting.

In the Public Relations and Complaints Committee, the Presiding Member (PM) of the District Assembly chairs the committee. The PM is elected by the General Assembly of the District Assembly at its inaugural meeting. With regards to the chairmanship of the sub-committees, the chairperson is elected from among the members of the sub-committees at the first meeting. The chairperson is referred to as the Convener.

Tenure of Members of Committees

The membership of any of the committees is elected every two sessions by the Assembly at the 1st meeting of the 3rd session of the Assembly.

General Powers of Committees

Committees created by the District assembly hold their meetings within the administrative area of the District Assembly. However, for convenience and other relevant factors, the Assembly determines the

places for meetings.

The committees have the powers and the rights to convene meetings and discuss pertinent issues. Assembly Members and officers of the Assemblies enjoy privileges and immunities in the conduct of their activities in the Assembly. Officials in the Assembly enjoy freedom of speech, debate and proceedings in the District Assembly and such freedom shall not be impeached or questioned in any court. In this regard, no civil or criminal action shall be instituted against an Assembly official because of his or her comments in Assembly proceedings. Committees have the power to co-opt persons to attend their meetings. Persons co-opted to attend meetings of the Executive Committee and sub-committees have no right to vote on issues under discussion.

Procedures of Committees of the Assembly

Committees of the District Assembly can regulate the procedures for their own meetings in accordance with the Model Standing Orders. The conduct of committees' businesses can be conducted in English and in any Ghanaian language common to the communities in the district. A member of a committee having personal, pecuniary or other interest in a matter under discussion by a committee can be excluded from the membership of the committee. Furthermore, a member of a committee can object to the membership of another member on the grounds that the person has an interest in the issue under discussion. In this regard, a member with personal interest in any contract or matter under discussion must disclose the fact and not take part in the discussions and deliberations on the matter.

All decisions, issues, matters and questions under consideration will be determined by a vote. The results of the meetings will be

submitted to the Executive Committee for onward submission to the General Assembly for the final decision.

The powers of committees and the procedures for the conduct of committee business are set out in the Model Standing Orders for the District or Municipal or Metropolitan Assemblies.

Functions of the Executive Committee of the District Assembly

Functions of the Executive Committees are to:

- Coordinate plans and programmes of sub-committees and submit these plans as comprehensive plans of action of the District Assembly,
- Implement resolutions of the District Assembly,
- Oversee the administration of the district in collaboration with the office of the District Chief Executive,
- Recommend, where it considers necessary, in the case of district non-decentralised departments to the appropriate government Ministry, Department, or Agency, the appointment and replacement on stated grounds of officers within the area of authority of the Assembly
- Adopt measures to develop and execute approved plans of the units, areas and towns and sub-metropolitan districts within the areas of authority of the Assembly,
- recommend to the District Assembly, the coordination and integration of district development plans and programmes,
- Harmonise, monitor and evaluate district development plans, programmes, projects and policies.

Functions of Sub-committees of the District Assembly

Development Planning Sub-Committee

The District Assembly is a planning authority for the district. The

Development Planning Sub-Committee is therefore one of the sub-committees responsible for the overall planning of the district.

Their functions are to:

- Identify the economic resources and potentials of the district,
- Develop an information base on the resources,
- Identify opportunities and constraints for the exploitation of these resources,
- Prepare exploitation and phasing plans and strategies,
- Consult with other sub-committees and the private sector for the implications the proposed district plan may have on other sub-committee's plans,
- Submit the plan to the Executive Committee for harmonisation with entities in the District Assembly.

Social Services Sub-Committee

The Social Services Sub-Committee of the District Assembly has the responsibility to ensure discussion of issues with the aim of improving the social well-being of the people. To achieve that, the Sub-Committee has to:

- Take a comprehensive and long-term look at areas of social development in the district, particularly education, health, social welfare, sports, culture, vulnerability, etc.,
- Develop the information base on these areas of social development,
- Identify the strength and weakness in the social services areas,
- Prepare a social development plan for the district (long term, medium term and short term),
- Examine the implications of the social development plan on other sub-sectors of the district economy,
- Submit the plans to the Executive Committees for harmonisation.

Works Sub-Committee

This Sub-committee focuses on delivering and maintaining infrastructure in the district. Importantly, the Sub-committee

monitors and makes appropriate recommendations to the Executive Committee on the infrastructure needs and services of the district. The functional areas of the Works Sub-committee include roads, electricity, sanitation, water, schools and market areas. Specific functions as stated in the laws are:

- Take a comprehensive look at the infrastructure needs and problems of the district,
- Develop an information base on each of these programmes and functional areas,
- Map out, initiate and phase out programmes for their development and/or their provision,
- Examine the implications of such actions for other Sub-committee proposals
- Submit the programmes to the Executive Committee for harmonisation and action.

Finance and Administration Sub-committee

To ensure financial transparency and accountability and effective management of District Assembly resources, the Finance and Administration Sub-committee is established. This Sub-committee has to:

- Examine the general financial position of the Assembly,
- Examine the revenue mobilisation and expenditure trends of the Assembly,
- Map out strategies to improve revenue mobilisation of available resources and set targets for the future,
- Submit financial plans to the Executive Committee for harmonisation with other sub-committee with other sub-committee plans,
- Identify strategies to ensure judicious use of available resources.

Justice and Security Sub-committee

This Sub-committee is set up to resolve intra-district and inter-

district conflicts. They are also to consider issues that pertain to the enforcement of byelaws of the Assembly. Thus, the Sub-committee is to ensure that there is a congenial atmosphere for the conduct of social and economic activities. This Sub-committee:

- Is responsible for the resolution of intra-district and inter-district conflicts,
- Takes consideration of issues pertaining to the enforcement of byelaws,
- Ensures that premises are available for use by community tribunals, magistrates and courts,
- Ensures that police logistics are adequate for community protection,
- Scrutinises draft byelaws of the District Assembly before their passage,
- Ensure the prosecution of breaches of the byelaws of the Assembly,
- Makes recommendations to the Executive Committee on how to resolve disputes.

District Security Council

The Security and Intelligence Agency Act, 1996 (Act 526) recognises the important role District Assemblies play in the security of the nation, and this has informed the establishment of the District Security Council (DISEC) as stated in Section 5(1) of Act 526. The DISEC is composed of the DCE who chairs, the District Police Commander, the District Crime Officer, the District Representative of the Internal Intelligence Agency, the Customs, Excise and Preventive Service Officer, Immigration Service Officer and the Fire Service Officer in charge of the District as well as two other persons nominated by the DCE in consultation with the National Security Coordinator. Section 9(b) of Act 526 states that "A DISEC, shall in relation to the district provide early warning to the Government of the existence

or likelihood of any security threat to the district, to the country or to the Government". The DISEC therefore has the responsibility to protect and safeguard the wellbeing of the local community.

Metropolitan Authority

The Executive Committee of a Metropolitan Assembly is the Metropolitan Authority. For the efficient performance of its functions, a Metropolitan Assembly has 3 Metropolitan Boards namely, the:

- Metropolitan Planning Board,
- Board of Metropolitan Works,
- Board of Administration.

Metropolitan Planning Board

The Metropolitan Planning Board consists of the Metropolitan Chief Executive (MCE) who shall chair, the Head of the Physical Planning Department of the Assembly, the Chairman of the Board of Metropolitan Works and the Board of Administration, Heads of Non-decentralised Departments, chairperson of the Sub-metropolitan District Councils and the chairpersons of the Sub-committees of the Metropolitan Authority. The functions of the Metropolitan Planning Boards are to:

- Integrate the development planning and management of the metropolis, monitor and evaluate such development planning and management activities,
- Integrate the development planning proposals from the Sub-metropolitan District Councils and advise the Metropolitan Authority,
- Advise on the financial planning and budgeting of the Assembly.

The Metropolitan Planning Board is responsible through the Metropolitan Authority to the Metropolitan Planning Authority. The

Metropolitan Planning Coordinating Unit is the Secretariat for the Metropolitan Planning Board.

Board of Metropolitan Works

The Board of Metropolitan Works consists of the Head of Metropolitan Works Departments who chairs, the Head of the Metropolitan Roads Department, Heads of Non-decentralised Departments responsible for the provision of infrastructure and utility services, the Head of the Metropolitan Traffic and Parking Unit, and a Representative of Real Estate Developers in the metropolis. The functions of the Board of Metropolitan Works include:

- Integrating the various components of the metropolitan works that have metropolitan, regional or national implications particularly in the areas where collaborations and coordination with non-decentralised departments and agencies are necessary,
- Responsible for the provision of services including civil engineering, building and construction services, health, secretarial and welfare services,
- Encouraging private sector and community initiatives in the achievement of the developmental objectives of the Assembly,
- Advising on development control and enforcement measures in the metropolis.

The Board of the Metropolitan Works is responsible to the Metropolitan Planning Authority through an appropriate sub-committee of the Metropolitan Authority depending on the subject matter concerned.

Board of Administration

The Board of Administration consists of the Metropolitan Coordinating Director who chairs, the Head of the Finance Department, the Head of the Budgeting and Rating Department, the Metropolitan Police

Commander, the Head of the Legal Department, and the Head of the Public Relations Department.

The Board's functions are to:

- Organise and advise on the management of the general administration, the treasury, justice and security and manage the business of the Metropolitan Authority and the Assembly in respect of their meetings,
- Provide health, welfare and secretarial services, be responsible to the Metropolitan Planning Authority through an appropriate sub-committee of the Metropolitan Authority depending on the issue.

CODE OF CONDUCT AND ETIQUETTE

Introduction

This chapter presents the set of principles, core values and acceptable ethical standards that should guide the work of MMDAs officials either as elected or non-elected officers.

Article 284 of the Constitution stipulates that a public officer shall not put himself in a position where his personal interest conflicts or is likely to conflict with the performance of the functions of his office. It further provides for declaration of assets and the requirements for subscribing to official oaths. Although there are no official codes of conduct for Assembly Members there is a Code of Conduct for the non-elected public officers in Regional Co-ordinating Councils (RCCs), Metropolitan, Municipal and District Assemblies (MMDAs), Sub Metropolitan District Councils, Urban, Town and Zonal Area (UTZA) Councils. In accordance with its mandate the Local Government

Service has published the Code of Conduct for staff of MMDAs. Again, to ensure the effective and efficient functioning of MMDAs, a number of values have been prescribed in this chapter to guide members and stakeholders of the Assembly System for effective performance and delivery of quality service.

Code of Conduct

A code of conduct is a set of statements describing the acceptable and required behaviour, responsibilities and expected actions of members of the Assembly. Assembly Members must work to achieve the overall vision of the Assembly, which they are required to do by working in committees.

Etiquette has to do with showing good manners as prescribed by social convention or by authority. The Assembly as an entity has its prescribed way of doing things as discussed under Standing Orders for MMDAs.

The Local Government Act, 1993 (Act 462) has some provisions to guide the conduct of Assembly Members. Some of these are highlighted below:

- Assembly Members are honourable persons. They must display honesty and must not misconduct themselves to bring their positions into disrepute. They must not engage in acts that will lead to adverse findings being found against them.
- Members must be honest, humble and not engage in fraudulent deals.
- A Member must avoid conflict of interest in terms of any financial gains he or she may earn in any contract which is before the Assembly for consideration,
- He or she must be punctual and must not absent himself or herself from Assembly meetings without the written permission of the

- PM of the Assembly, for more than three consecutive times.
- A prospective Assembly member shall not be endorsed and financed by any political party and shall present himself or herself before the people.

Code of Conduct for Non-Elected Public Officers of MMDAs

The Local Government Service has developed a Code of Conduct which seeks to promote the values and beliefs of the Service and its entire membership. The document serves as an “instructive” tool to outline the specific values, principles, standards, and rules of professional

behaviour that guide the decisions, procedures and systems of the organization. It is envisaged that the Code will contribute to ensuring respect for the rights of constituents, fairness and transparency to all who are affected by the operations of the local governance system. The specific canons are presented below:

1. Anonymity and Permanence

Officers and staff of Local Government Service shall serve the State with neutrality and anonymity in the national and local government processes. The Local Government Service is a constitutionally mandated Public Service institution and owes allegiance only to the State and community. The permanence of the Local Government Service is integral to the achievement of the objectives of Local Government Authorities whose Chief Executives are appointed by an elected Executive.

2. Client Orientation, Loyalty and Commitment

The State and Community are the clients of the Local Government Service. Local Government Authorities exist only to serve the

State and Community. The State and Community are at all times entitled to the dedication, loyalty and commitment of the Service and all MMDAs. All development solutions must be tailored within national long term development goals, ensuring that they result in enhancement of quality of life in the State and Community.

3. Transparency and Accountability

Transparency and accountability is fundamental to nonpartisan decision making in local governance. Relations between the Local Government Service, RCCs, MMDAs and Communities shall be governed by respect and undergirded by consultation, collaboration and accountability for decisions and outcomes of decisions.

4. Diligence, Discipline and Timeliness

Officers and staff of Local Government Service shall perform their duties with diligence and discipline, whilst adhering to specific time-frames, time-related schedules, targets and objectives.

5. Creativity and Innovativeness

In the performance of their mandate and to ensure maximum benefit to the State and Communities, Local Government officers and staff shall employ creativity and innovativeness in the design, planning and implementation of development objectives. The officers and staff shall employ their skills and imaginations in producing new ways of dealing with issues confronting the Service to add value to the Service's relationships. Again, the Local Government Service operates at the grassroots level of society with varying measures of challenges. Officers and staff shall anticipate the needs of their communities and continuously develop ways to add value to the Service's relationships without complete reliance on immediately available resources.

6. Equity and Impartiality

In the planning and execution of duties, members of the State and Community shall be treated with equity and impartiality, regardless of their political affiliation, ethnic background, gender, sexual orientation and personal beliefs.

7. Integrity

All officers and staff of the Local Government Service shall honour and abide by the Constitution and laws of Ghana in the performance of their duties, ensuring personal integrity, honesty and efficiency to the appropriate standards of conduct, and avoiding the corruption of public institutions. Institutional integrity shall be maintained through the rule of law and commitment to objective mechanisms, procedures and standards of work.

In addition to these principles, the Code of Conduct also spells out the reporting mechanisms, disciplinary procedures and penalties for breaches.

Protocols for Relations between Assembly Members and Staff of MMDAs

Assembly members and employees should work together in an atmosphere of mutual trust. Neither party should seek to take unfair advantage of their position. Each should observe reasonable courtesy in their dealings with the other. This Protocol has been developed to guide Local Government Service staff in their relationship with Assembly members. It does so by focusing on the more common issues that may arise. It is hoped that the recommended approach will “read across” to any other issues. This approach demands high value personal conduct at all times.

Relations between Officers and Committee Chairpersons

- i. It is important that there should be good working relationships between senior Local Government Service Staff and Chairs of Committees. However such relationships should not be allowed to become so close as to cast doubt either on an officer's ability to deal impartially with other Assembly members, or the Chair's ability to deal impartially with other employees.
- ii. Employees will regularly consult the Chair on the preparation of Committee Agendas and Reports. Ultimately, however, they will have responsibility for any material submitted in their name, and should never exceed the authority given to them by their senior management. Chairs should bear this in mind in their dealings with employees.
- iii. Any issues of concern should be referred to the Coordinating Director or Chief Executive, who should discuss these with the Chair.

Correspondence

An officer should not normally copy any correspondence with an individual Assembly Member to any other Assembly Member. Where it is considered necessary to do so, this should be made clear to the original recipient Assembly Member in a prior communication. An officer shall not without the expressed permission of the Head of Service act as the editor of any a newspaper, or take part directly or indirectly in the management thereof, nor use the print/electronic media to publish in any manner anything which may reasonably be regarded as of political nature or relating to the administration of the country. This provision does not affect any Local Government officer or staff who is required as part of his/her official duties to edit any paper or subscribe article thereto. He may however publish in his own name matters relating to subjects of general interest.

Social Relationships

Positive, friendly relationships between Assembly Members and employees will help project a positive image of the District Assembly to local people. However close personal relationships could damage the relationship of mutual

respect and have the potential of leading local residents to doubt an employee's objectivity and professionalism. Assembly Members and employees should therefore be cautious in developing close personal friendships within the arena of their duties.

Public Comment

Assembly Members or employees should not publicly discuss the conduct of Assembly members or officials. Employees and assembly members must show respect and courtesy to each other at all times.

Support Services to Assembly Members

Employees can provide Assembly Members with support services to help them discharge their role as members of the assembly. However, such services must not be provided for political or campaigning activity, or for private purposes.

Members' Access to Assembly Documents and Information

Assembly Members can ask any Department of the Assembly to provide information that they need to discharge their role as assembly members. An approach should normally be made through the Head of Department or Senior Official of the Department concerned. Members should only use such information for the purpose for which it was provided.

It is also envisaged that for the effective and efficient functioning of the Assembly system, members of the assembly should endeavour to exhibit the following:

Respect

There is need to value and recognise the talents and roles of each individual without regard to gender, religion, economic status and cultural background. The 1992 Republican Constitution of Ghana sees all human beings as equal before the law and has the same rights and responsibilities. Honourable Assembly members are required to respect the views, ideas and opinions of one another irrespective of where those views are coming from.

Achieving the Vision

Individuals are required to work, behave and act in ways that fulfil the vision of the outfit by being innovative and working in teams at the Assembly level and within committees.

Dedicated Leadership

Leadership is an important component of the success of any organisation. People must demonstrate conviction, commitment and to take action to influence the desired change.

Ability to show Integrity

Integrity of the organisation in general and the people themselves in particular is paramount. The values of the members and that of the assembly must be held in high esteem. Integrity is about knowing what is important to you and living by actions accordingly.

A Positive Attitude

A positive attitude must be displayed in the light of being ready and willing to do what it takes to consistently display a high level of good conduct.

Contributing to Debate

Assembly Members are supposed to bring development to their electoral areas which they do by contributing in the debate and discussions of the house to convince the Assembly to give them development projects. They are to objectively contribute to deliberations of the house so that their views and ideas will be reflected in decisions that come out of the Assembly. Their active involvement in the business of the Assembly is a necessity.

The following are some of the offences members and staff of MMDAs should avoid:

Absenteeism

Absenteeism goes against the work culture of any organization or entity and the assemblies are no exception. It is an offence for an Honourable Member to absent himself or herself from three consecutive meetings without written permission of the PM who is the leader of the house. If it is established that an Honourable Member flouted this rule, an ad hoc sub-committee is appointed to investigate the matter, and if satisfactory evidence comes out from the investigations, the Assembly by resolution shall decide that the member ceases to be a member of the Assembly.

Dos and Don'ts of Assembly Members

A member must not speak when the PM does not authorise him or her to do so. He or she must resume his or her seat when the PM or any member presiding is speaking or already acknowledged another to speak. Again, an Honourable Member is not allowed to engage in any other business: holding a mini-meeting with a colleague, except he or she is conferring on the same issue being discussed; reading a newspaper or any other material unless the item being read has some relevance with what is being discussed on the floor of the Assembly.

DUTIES OF AN ASSEMBLY MEMBER

Introduction

Assembly Members are essential functionaries in Metropolitan, Municipal and District Assemblies. Most decisions made in MMDAs are subject to the approval of the Assembly Members at the General Assembly. Assembly Members are the agents responsible for the articulation and realization of the aspirations of the people. Assembly members are in two categories, namely, the 70% elected and 30% appointed. This group of people perform the legislative function of the Assembly, which is headed by the Presiding Member, as well as deliberative and executive functions.

As representatives of the people at the MMDAs, Assembly Members perform functions for the nation, the District assembly and the communities they represent. Assembly Members owe it as a duty to report regularly to the electorate on local and national policies. They

are also required to represent the interest of the people in the MMDA and also advocate for their development.

Responsibilities to the Nation

Assembly Members have the duty to ensure that policies and programmes implemented at the district level conform to the general development direction of the nation. They have the following obligations to the nation:

- In the discharge of their duties, Assembly members who are non-partisan, must have due regard for the national interest and the interest of the people in the MMDA they operate;
- Assembly Members draw attention in general debate to national policies which are relevant to the subject under discussion;
- Assembly Members educate their community members and create awareness on national policies and issues. They are to be conversant with government policies and programmes and work towards achieving them;
- Assembly member educates citizens on their rights, privileges, obligations and responsibilities as citizens of the nation;
- Assembly Members sensitise community members on their responsibilities and obligations in revenue mobilization and public service delivery; and
- It is the duty of Assembly Members to explain to the people in their communities, government policies and programmes.

Responsibilities to the District Assembly

All Assembly Members are obliged to be active in Assembly deliberations. A significant duty of the Assembly Members is to be involved in the election of the Presiding Member and the approval or rejection of the District Chief Executive. Other duties of Assembly members to the progress of the Assembly business include:

- Attending General Assembly and sub-committee meetings to examine general financial position of the Assembly and proposals as well as identify infrastructural and developmental needs of the communities. Every Assembly Member is expected to serve on at least one committee in the Assembly;
- Participating in the work of the sub-committees of the Executive Committee, such as engaging in discourses and voting;
- Performing supervisory, advisory roles as well as informing Unit committees on government policies and the decisions of the District Assembly;
- Collecting and collating views, opinions and proposals on matters affecting the district and present the issues to the District Assembly for the appropriate actions;
- Contributing skills to the Assembly's work by putting at the disposal of the Assembly skills, expertise, experience, competencies and knowledge that will facilitate the progress and development of the district; and
- Proposing a motion for discussion at the Assembly.

Responsibilities to the Community

Most Assembly Members in MMDAs are representatives of electoral areas without political affiliation. Assembly members are mandated to interact with their constituents at regular intervals and perform the following.

- Educate the communities on government policies and programmes and projects of the MMDA;
- Lobby the MMDA adequately on behalf of their communities. Assembly Members are enjoined to articulate the needs of the communities;
- Provide adequate information about their electoral areas;
- Maintain close contact with their electoral area and consult the people on issues to be discussed in the MMDA, collect and collate

- views, opinions and proposals on matters affecting the area;
- Report on the proceedings and general decisions of the Assembly and their Executive Committees and the actions they have taken to solve problems raised by residents of the electoral area;
 - Initiate and take part in communal and development activities in their communities;
 - Provide good and exemplary leadership at the local level;
 - Liaise with public and private institutions and Non-governmental Organisations to attract resources and assistance to their electoral areas; and
 - Assist in monitoring and evaluation of programmes and projects in their communities.

CITIZENS' PARTICIPATION IN THE DISTRICT ASSEMBLY

Introduction

Chapter 20 of the 1992 Constitution stipulates that “to ensure accountability of Local Government authorities, people in particular Local Government areas shall, as far as practicable, be afforded the opportunity to participate effectively in their governance”. This coupled with various legal provisions such as the Assembly Members consulting the people before and after meetings (Section 16 of Act 462), the participatory planning space and the avenue for complaints are clear indications that the participation is dear to the decentralization programme of Ghana.

Legal Provisions for Participation

Citizens' participation in the decision-making process has been guaranteed by various legal provisions. The 1992 Constitution stipulates how the state should engage citizens and how citizens

should be involved in the decision-making process. The Local Government Act provides for members of the District Assembly to consult with their electorates before and after Assembly meetings, as well as the participatory revocation of the mandate of an Assembly Member. Other LIs provide for the active participation of citizens in the sub-district structure. Additionally, the National Development Planning (System) Act provides for a decentralised participatory planning and budgeting.

1992 Constitution

Article 1 of the Constitution affirms that the “sovereignty of Ghana resides in the people of Ghana in whose name and for whose welfare the powers of government are to be exercised in the manner and within the limits laid down in the Constitution”. This and other articles give citizens the right to express themselves freely and participate in the decision-making process of the nation, both at the national or local level without restrictions.

Article 36(5)(d) states that the state shall “make democracy a reality by decentralising the administrative and financial machinery of government to the regions and districts and by affording all possible opportunities to the people to participate in decision-making at every level in national life and in government”.

In giving expression to the active participation of citizens in the governance of their locality, the Constitution mandates citizens to elect 70% of the members of the District Assembly while the remaining 30% shall be appointed by the president in consultation with traditional authorities and other interest groups.

The Constitution obliges every citizen to contribute to the well-being of the community where that citizen lives. Citizens partake in the activities of Civil Society Organisations and Non-governmental

Organisations to improve the living conditions of the people.

Local Government Act, 1993 (Act 462)

This Act provides for the participation of citizens in the administration of their localities. Citizens do participate through the election of District Assembly membership, power of revocation of the mandate of a member of the District Assembly, petitions, referendum, use of local language at meeting right to contact Assembly Members, opportunity to observe Assembly meetings, appeal, access to information, public inspection of bye laws, and payment of taxes.

Through the Assembly Member, citizens present their views, opinions concerns and proposals to the District Assembly for the necessary actions to be taken to meet the needs of the community. As a feedback mechanism, the Assembly Member reports to his or her electorates, the general decisions of the General Assembly and the Executive Committee.

The Public Relations and Complaints Committee is a significant channel for the participation of citizens in the running of the District Assembly administration as well as influencing policies and programmes. Noting from its name, the Committee receives complaints made against the conduct of not just their Members but also the staff of the District Assembly. Section 27 (1) of the Act establishes the Public Relations and Complaints Committee. The Committee investigates the case and then makes recommendations to the Assembly for the appropriate remedy.

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

Act 480 has provided the room for citizens' participation in the

development planning process of the district. It establishes the processes and procedures for the participation, which is through public hearing.

Act 480 stipulates that “A District Planning Authority shall conduct a public hearing on any proposed district development plan and shall consider the views expressed at the hearing before adoption of the proposed district development plan”. The Commission prescribes the manner in which the public hearing shall be conducted. The Act further states in Section 4(1) that a report on the public hearing shall be attached to the proposed district development plan by the District Planning Authority. To provide enough space for citizens to participate, the Act urges local communities in the district to prepare a sub-district or local action plan in accordance with the approved district development plan.

Local Government (Urban, Zonal and Town Councils and Unit Committees) (Establishment) Instrument (1967), 2010

The establishment of these Councils and the Unit Committees provide an avenue for the local community and the District Assembly to meet and discuss issues. Unit Committees give the platform for citizens to be involved in communal and voluntary work, supervise staff of the District Assembly and provide a platform to discuss local problems and remedial actions.

With respect to the Urban or Town Council, the establishment of Development and Services Committee deepens the participation of citizens in the decision making process. The Committee provides leadership in the selection, planning and implementation of community projects and mobilises the community for self-help work. Urban or Zonal or Town Councils are organised with any other relevant

organisation's annual congress of the people of the urban, area, or town for the purpose of discussing the development of the urban, zone or town including raising of voluntary or other contributions to fund development plans.

Who Participates

The full participation of each member or citizen of the MMDA and the sub structures or community is necessary for the achievement of set goals and objectives of the Assembly. Ideally, therefore ALL citizens who are of age and of sound mind within the jurisdiction of the district should be actively involved in any participatory platform. But given the constraints and limitations involved in mobilizing all citizens, it is expected, in any case, that a very broad spectrum of citizens can be composed through the following:

- District political and administrative personalities, and planning personnel
- Traditional authorities: chiefs, queen-mothers, sub-chiefs, community heads, etc.
- NGOs, private industrial enterprise groups, business associations and other civil society organizations
- Government agencies, departments, corporations etc
- Recognized religious bodies, voluntary and youth associations, women's groups and cultural organizations, and political party-representatives etc.
- Opinion leaders, influential individuals, interested persons etc.

The presence of the following individuals and organs is however mandatory in a public hearing of the plans of MMDAs:

- Chairman of the DAs Development Planning Sub-Committee
- DCE or his representative
- DPCU as organizer will provide the secretarial services
- Chairmen and members of the Town/Area Councils

- Chairmen and members of the Unit Committees in the area
- Representatives of the decentralized departments
- Assembly members of the area

Modes of Participation

There are various ways through which citizens participate in local governance and influence the decision-making process. These include:

- Participation in elections (voice) and referenda,
- Community or town hall Meetings,
- Public education and communication campaigns,
- Public meetings or public hearing called by Assembly Members or the District Assembly. Public hearings may be on discussion of the District Assembly local development plan or strategies for revenue mobilization,
- Pre-budget consultations between Local Government and citizenry in order to ensure that the priority needs of the community are captured in the budget and the development plans,
- Community level or organised group meetings that target the membership of a particular interest group (e.g. business associations, market women, drivers, dressmakers, etc.).

STAKEHOLDERS IN THE DECENTRALISATION PROCESS

Introduction

There are many stakeholders who are directly or indirectly involved in the drive towards effective and efficient decentralisation and local government system in Ghana. These may be summarised under two main headings ie state actors and non-state actors.

State Actors

Ministries, Departments and Agencies (MDAs) play important roles in the functioning and performance in the decentralisation process. Whilst some play direct roles in the design and implementation of the decentralisation programme, others play indirect roles. The roles of central government include the creation and the operation of the assemblies through the transfer of power, skills, material and financial resources. They also provide policy direction to the MMDAs and

enacting the laws that govern the activities of the assemblies. Central government is also responsible for major developmental projects that are beyond the scope of the assemblies. Under the PNDCL 327, MDAs are responsible for policy formulation, policy guidance and monitoring of policy implementation. As Local Government units in the country, MMDAs interfaces with other relevant state and non-state institutions. Some of these institutions include, the Ministry of Local Government and Rural Development (MLGRD); Local Government Service (LGS); Inter-Ministerial Coordinating Committee (IMCC); Institute of Local Government Studies (ILGS); others are the Controller and Accountant General; Electoral Commission; National Council on Civic Education (NCCE); Commission on Human Rights and Administrative Justice (CHRAJ); and National Disaster Management Organisation (NADMO).

The Ministry of Local Government and Rural Development

The Ministry of Local Government and Rural Development (MLGRD) functions as the oversight ministry for coordinating policy implementation of decentralisation. The Ministry formulates Cabinet position papers on issues arising from the implementation of the decentralisation policy and advises on the structures and processes for decentralized actions, the functions to be performed by the decentralized units, the competences to be created at the sub-national levels and the resources to be made available to the structures of local government responsible for implementation. MLGRD is required to provide focused support for the implementation of the policies. The Ministry is also responsible for resource mobilisation and allocation in accordance with policy priorities for routine monitoring of policy implementation processes; periodic data-gathering to provide evidence for policy review; and evaluation and impact assessment.

In its policy formulation, coordination, implementation and monitoring roles, MLGRD works closely with its agencies and the other institutions including the Inter-Ministerial Coordinating Council (IMCC), the Office of the Head of Civil Service (OHCS), Office of the Head of the Local Government Service (OHLGS), The National Development Planning Commission (NDPC), the Ministry of Finance (MOF), other MDAs, some of whose functionaries are transferred and assigned to the local government units. Further, the MLGRD coordinates the District Development Facility (DDF)/Functional Organisational Assessment Tool (FOAT) process including setting criteria that MMDAs have to fulfil to meet minimum conditions. (Decentralisation Policy Framework, 2010)

Inter-Ministerial Coordinating Committee on Decentralisation

The policy-making role of the MLGRD in relation to national decentralisation for accelerated service delivery and equitable and sustained economic growth and poverty reduction at the local level requires that it maintain special relationship with the Presidency and key ministries and agencies. The challenges in interpreting and delivering decentralization in Ghana in a coherent, cross-sectorial manner have been attributed largely to the lack of effective policy coordination and direction. Therefore, to improve policy coordination and collaboration, the Inter-Ministerial Coordinating Committee (IMCC) was inaugurated on 29th May 2010. IMCC provides relevant mechanisms as well as overall oversight for policy implementation and facilitates the relationship between MLGRD, other MDAs and the Presidency. It is made up of the core Ministries and chaired by the President. The presence and functioning of the IMCC facilitates cross-sectorial implementation of the decentralization policy and accelerate the envisaged processes. The IMCC agrees on key issues of the decentralization policy and their implementation before these

are submitted to the Cabinet and the Presidency for final approvals. It also oversees the effective dissemination of policy measures and coherent implementation of the arising programmes on a multi-sectoral basis.

The IMCC advises on harmonizing legislation in decentralization and harmonize sector policies to reflect devolution. It oversee ministerial re-alignment to reflect changing roles and responsibilities of different ministries vis-à-vis decentralisation and approve indicators to monitor decentralisation implementation. A Technical Committee supports the IMCC, which ensures the implementation of its decisions. (Decentralisation Policy Framework, 2010)

The Local Government Service

The purpose of the Service is to facilitate the effective administration of local governments in the country and promote the participation of local people in decision-making and in the owning of development programmes. With the coming into force of the Local Government Service Act of 2003 (Act 656), the members of staff of the 14 Civil Service Departments were transferred to the MMDAs to form part of the Service, the personnel of which are classified under Assembly and decentralized departments, namely Central Administration, Finance, Education Youth and Sport, Health, Agriculture, Physical Planning, Social Welfare and Community Development, Natural Resources Conservation, Works, Trade and Industry and Disaster Prevention. Government's continued policy to strengthen and enhance the performance of the MMDAs led to the symbolic transfer of over 30,000 staff from the Civil Service to the Local Government Service.

The Local Government Service provides effective administration and management of local government in Ghana. The service provides technical assistance to the RCCs and MMDAs including organisational

and job analysis and management audits. The service among others develops policy guidelines relating to recruitment, training, promotion, remuneration, discipline, arbitration and petition within the service and monitors and evaluates performance standards of staff within the service. LGS plays key roles in implementing the policy measures related to administrative decentralisation. (Decentralisation Policy Framework (2010))

Institute of Local Government Studies

The Institute of Local Government Studies is mandated to organise training for the RCCs, MMDAs and lower local government units and other persons in local governance and related areas to enhance the managerial, administrative, financial and operational efficiency of organs and units of local government. ILGS is also required to undertake and promote research in local governance, publish relevant literature and provide consultancy and advisory services to the government, units of local government and other parties requiring such services. The institute also organizes workshops, conferences and other fora to facilitate reflection on the state of decentralisation and local governance in Ghana. It supports the implementation of capacity building, public education aspects and review of policy delivery.

National Commission for Civic Education

The National Commission for Civic Education (NCCE) is responsible for educating Ghanaian citizens. Based on the 1992 Ghanaian Constitution, it consists of seven (7) members, appointed by the President acting on the advice of the Council of State.

- The Commission helps to create awareness of the principles and objectives of the Constitution as the fundamental law of the people of Ghana;

- It helps to formulate, implement and oversee programmes to inculcate in the citizens of Ghana the awareness of their civic responsibilities and the appreciation of their rights and obligations; and
- It formulates programmes that are considered for national, regional or at the district level.

The Electoral Commission

The Electoral Commission (EC) is to manage the conduct of all public elections and to handle all matters directly relating to the conduct of elections in the country. It is made up of seven (7) members.

- The EC is responsible for the demarcation of electoral boundaries to facilitate national and Local government elections;
- It reviews areas of authorities of Unit Committees, Town, Area, Zonal or Urban and Sub-metropolitan District Councils and District or Municipal or Metropolitan Assemblies and make appropriate recommendations to the President;
- The EC compiles the register of voters and revises it at such periods as may be determined by law;
- It undertakes programmes for the expansion of the registration of voters;
- It conducts and supervises all public elections and referenda; and
- It educates the people on the electoral process and its purpose.

Controller and Accountant General

MMDAs are recipients of public funds therefore their expenditure must attune to the national expenditure framework. For the purposes of promoting transparency and accountability in the way MMDAs utilize their funds, District Assemblies' Common Fund (DACF), Internally-generated Funds (IGFs), and other funds from their development partners, it is mandatory that, "the accounts of a District Assembly

established under Act 462 together with all books, records, returns and other documents relevant to the accounts and annual statement of its account, shall each year be audited by the Auditor General or an auditor approved by him or her and reported on by him or her to the Minister, Parliament and the District Assembly” (Article 121(1) of Act 462). Following the above, the General Assembly of every MMDA has a responsibility to demand for the auditor’s report every year.

National Development Planning Commission

The National Development Planning Commission (NDPC) is the development planning authority in the country. It is established under Act 479 of 1994 and provides the guidelines for MMDAs to follow in planning. It vets all assembly plans, coordinates national planning efforts, monitors and evaluates development plan implementation.

Members of Parliament

Members of Parliament (MP) in the MMDAs are members of that Assembly and must attend Assembly sittings. However, MPs cannot vote in the Assembly during decision taking. As an Assembly member in the law making body of the local area, both Members of Parliament and the Parliament of Ghana serve as guide in law making and so an Assembly cannot pass a law to outlaw an Act of Parliament. MPs in a particular Assembly are supposed to educate their assemblies on national policies and laws as well as provide guidance to their assemblies.

One of the major roles of the Parliament of Ghana is to make laws to regulate the Ghanaian public. In article 79 (1) of Act 462, the MMDAs may also make byelaws to regulate people’s behaviour in the district. This means that MMDAs and the Parliament of Ghana have peculiar

roles. Therefore, there is some commonality between them and they must not be seen to oppose each other. MMDAs thus need to make byelaws that are not at variance with the laws of Ghana.

National Association of Local Authorities of Ghana

The National Association of Local Authorities of Ghana (NALAG) was established in 1977 as a representative body for Local Government authorities in Ghana. The key role of NALAG is to provide a platform for members to share experiences, express their concerns and aspirations and develop strategies to achieve their particular objectives. The objectives of the Association are to:

- Promote the development of local government administration and decentralization in Ghana;
- Assist in maintaining high standards of local government service delivery;
- Promote the rights, privileges and interests of all members of local authorities;
- Provide for discussion and exchange of ideas relating to local government;
- Provide a channel of effective communication between members of Local Government authorities and Central Government; and
- Promote effective and efficient Local Government administration through affiliation with any international Local Government associations with identical objectives.

The objectives of the Association are administered through National Delegates' Congress, which is the supreme decision-making body. The National Executive committee is composed of eighteen (18) members and are the governing body. There is a secretariat headed by an executive secretary as the administrative organ. Activities of NALAG include; advocacy and lobbying; training and capacity-building;

organization of roundtables, platforms, fora and conferences; research and analysis; networking and collaboration works; public education; direct support to district assemblies; and facilitation of city-to-city links.

The District Assembly Common Fund Secretariat

The District Assembly Common Fund (DACF) is a pool of resources created under Article 252 of the 1992 constitution of Ghana. It is a minimum of 7.5% of the national revenue set aside to be shared among all District Assemblies in Ghana with a formula approved by Parliament. The Functions of the DACF includes the following:

- propose a formula annually for the distribution of the Common Fund for approval by Parliament.
- administer and distribute monies paid into the Common Fund among the District Assemblies in accordance with the Formula approved by Parliament.
- report in writing to the Minister on how allocations made from the Common Fund to the District Assemblies have been utilized by the District Assemblies; and
- perform any other functions that may be directed by the President.

Non-State Actors

Several non-state actors that operate in the assembly are as vital as the state actors. The functions and roles of some of these actors are summarised below:

Traditional Authorities

Important institution that enjoyed and still enjoys high legitimacy in our governance process is the institution of chieftaincy and the traditional authority system, which falls under the umbrella of non-

state actors in governance. Traditional Authorities have the power and authority based on customs and traditions to make legitimate decisions in their traditional area of jurisdiction. They ensure sufficient stability and sanity in the community and do mobilise their communities for development project. The institution has amply demonstrated its enormous role in the socio-political development of Ghana at large and their respective communities in particular. TAs as leaders of communities and stakeholders in the governance process therefore play important roles including:

- Promoting progressive traditional values in their communities;
- Mobilising community members for the development of the district;
- Managing natural resources in the district on behalf of the communities;
- Managing and resolve conflicts within the communities;
- Siting on various committees as advisors;
- Releasing land for development and resolve land dispute; and
- Serving as knowledgeable people for consultation on affairs concerning the community.

The Media

The media is often described as the fourth arm of government because of the critical role it plays in any governance process with regards to educating and informing the citizenry. Generally; the media has the following responsibilities to perform;

- The media undertake agenda setting by leading on policy and developmental issues in local governance
- Mobilises the community to demand responsive local governance
- Informs and educate the people by organising awareness creation sessions for the community and assembly on government policies
- Builds competence of the community and the assembly through training
- Promote dialogue among stakeholders

- Collaborate with the other NGOs to ensure that the assembly lives to its responsibilities to the people
- Plays a watchdog role on the use of resources allocated to the assembly

Faith-based Organisations

Faith-based Organisations (FBOs) have become essential partners in local level development. FBOs command a large section of the population through their spiritual activities and are noted for their philanthropic activities. They provide shelter, food and clothing to the needy as well as sharing the word of God with humankind.

- They promote tolerance and co-existence among community members;
- They educate their members on the rights, obligations and responsibility to the society;
- They support their members to live moral lives devoid of corruption;
- They collaborate with other stakeholders to resolve conflicts;
- They provide goods and services to the community; and
- They undertake capacity-building programmes and technical assistance.

Civil Society Organisations, Community-based Organisations and Non-governmental Organisations

The activities of Civil Society Organisations (CSOs), Community-Based Organisations (CBOs) and Non-governmental Organisations (NGOs) at the local level are sufficiently appreciated. Their aim is to articulate the needs of citizens that government programmes are intended to serve. Their activities entail the management of services, organization of economic and productive activities and the exercise of influence

on planners and decision-makers responsible for the allocation of resources. Some of the functions of CSOs, CBOs, and NGOs, include:

- Undertaking civic responsibility in the district;
- Initiating social audit process in the communities to demand accountability from the MMDAs in the use of resources;
- Providing resources to the community and the MMDAs;
- Organising the community to undertake development projects and programmes;
- Building the capacity of the community and the MMDAs through training and technical assistance;
- Undertaking advocacy on behalf of the communities and interest groups; and
- Monitoring developmental projects in the district.

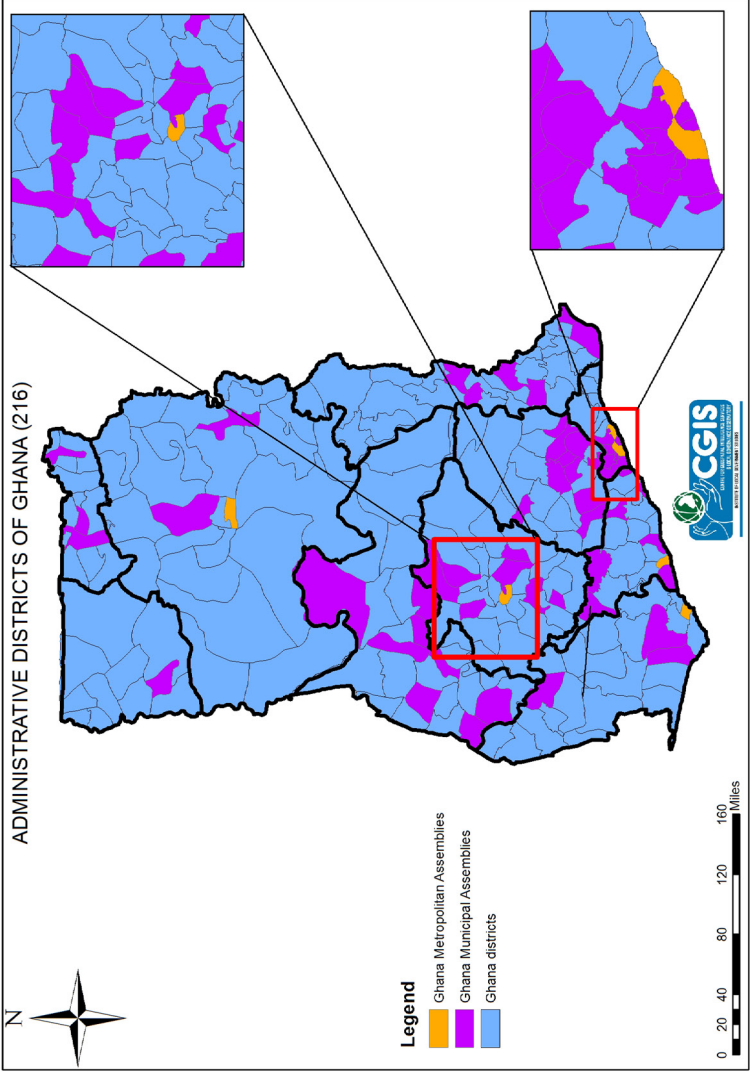
Business and Industry

The private business sector contributes to the development of MMDAs through provision of services and resources to the community. The private business sector:

- Provides resources to be used for the development of MMDAs;
- Lives up to their social responsibilities through provision of basic infrastructure for the communities;
- Pays taxes;
- Provides public services to the communities;
- Demands accountability from MMDAs;
- Promotes local economic development and employment; and
- Provides inputs into district planning and budgeting including fee-fixing resolution, and revenue mobilization.

APPENDICES

Appendix 1: District Map of Ghana



Regions and Administrative Districts Identified by Numbers

Region	District	GISID
Central	Abura-Asebu-Kwamankese	1
Greater Accra	Accra Metropolis	2
Greater Accra	Ada West	3
Volta	Adaklu	4
Ashanti	Adansi North	5
Ashanti	Adansi South	6
Greater Accra	Adenta Municipal	7
Volta	Afadzato South	8
Ashanti	Afigya Kwabre	9
Eastern	Kwahu Afram Plains North	10
Eastern	Kwahu Afram Plains South	11
Central	Agona East	12
Central	Agona West Municipal	13
Volta	Agotime Ziope	14
Ashanti	Ahafo Ano North	15
Ashanti	Ahafo Ano South	16
Western	Ahanta West	17
Central	Ajumako-Enyan-Essiam	18
Volta	Akatsi North	19
Volta	Akatsi	20
Eastern	Akwapem North	21
Eastern	Akwapim South	22
Eastern	Akyem Mansa	23
Ashanti	Amansie Central	24
Ashanti	Amansie West	25
Western	Wassa Amenfi Central	26
Western	Wassa Amenfi East	27
Western	Wassa Amenfi West	28
Western	Aowin	29

Ashanti	Asante Akim Central Municipal	30
Ashanti	Asante Akim North	31
Ashanti	Asante Akim South	32
Greater Accra	Ashaiman Municipal	33
Central	Asikuma-Odoben Brakwa	34
Ashanti	Asokore Mampong Municipal	35
Central	Assin North Municipal	36
Central	Assin South	37
Brong Ahafo	Asunafo North Municipal	38
Brong Ahafo	Asunafo South	39
Eastern	Asuogyaman	40
Brong Ahafo	Asutifi North	41
Brong Ahafo	Asutifi South	42
Brong Ahafo	Atebubu Amantin	43
Eastern	Atiwa	44
Ashanti	Atwima Kwanwoma	45
Ashanti	Atwima Mponua	46
Ashanti	Atwima Nwabiagya	47
Central	Ewutu Senya	48
Central	Awutu Senya East Municipal	49
Eastern	Ayensuano	50
Brong Ahafo	Banda	51
Upper East	Bawku Municipal	52
Upper East	Bawku West	53
Ashanti	Bekwai Municipal	54
Brong Ahafo	Berekum Municipal	55
Western	Bia East	56
Western	Bia west	57
Volta	Biakoye	58
Western	Sefwi Bibiani-Ahwiaso Bekwai	59
Upper East	Binduri	60
Eastern	Birim Municipal	61

Eastern	Birim North	62
Eastern	Birim South	63
Western	Bodi	64
Northern	Bole	65
Upper East	Bolgatanga Municipal	66
Upper East	Bongo	67
Ashanti	Bosome Freho	68
Ashanti	Bosumtwi	69
Upper East	Builsa North	70
Upper East	Builsa South	71
Northern	Bunkpurugu Yonyo	72
Central	Cape Coast Metropolis	73
Northern	Gonja Central	74
Volta	Central Tongu	75
Northern	Chereponi	76
Upper West	Daffiama Bussie	77
Greater Accra	Ada East	78
Eastern	Denkyembuor	79
Brong Ahafo	Dormaa East	80
Brong Ahafo	Dormaa Municipal	81
Brong Ahafo	Dormaa West	82
Eastern	East Akim Municipal	83
Northern	East Gonja	84
Northern	Mamprusi East	85
Central	Effutu Municipal	86
Ashanti	Ejisu Juaben Municipal	87
Ashanti	Ejura Sekye Dumasi	88
Central	Ekumfi	89
Western	Ellembelle	90
Eastern	Fanteakwa	91
Greater Accra	Ga Central Municipal	92

Greater Accra	Ga East Municipal	93
Greater Accra	Ga South Municipal	94
Greater Accra	Ga West Municipal	95
Upper East	Garu Tempene	96
Central	Gomoa East	97
Central	Gomoa West	98
Northern	Gushiegu	99
Central	Twifo Heman Lower Denkyira	100
Volta	Ho Municipal	101
Volta	Ho West	102
Volta	Hohoe Municipal	103
Brong Ahafo	Jaman North	104
Brong Ahafo	Jaman South	105
Volta	Jasikan	106
Upper West	Jirapa	107
Western	Jomoro	108
Western	Juabeso	109
Volta	Kadjebi	110
Northern	Karaga	111
Upper East	Kasena Nankana East	112
Upper East	Kasena Nankana West	113
Volta	Keta Municipal	114
Volta	Ketu North	115
Volta	Ketu South	116
Brong Ahafo	Kintampo North Municipal	117
Brong Ahafo	Kintampo South	118
Central	Komenda-Edina-Egyafo-Abirem Municipal	119
Northern	Kpandai	120
Volta	Kpando Municipal	121
Greater Accra	Kpone Katamanso	122
Volta	Krachi East	123

Volta	Krachi Nchumuru	124
Volta	Krachi West	125
Ashanti	Kumasi Metropolis	126
Ashanti	Kumawu	127
Northern	Kumbungu	128
Ashanti	Kwabre East	129
Eastern	Kwaebibirem	130
Eastern	Kwahu East	131
Eastern	Kwahu South	132
Eastern	Kwahu West Municipal	133
Greater Accra	La Dade Kotopon Municipal	134
Greater Accra	La Nkwantanang Madina Municipal	135
Upper West	Lambussie Karni	136
Upper West	Lawra	137
Greater Accra	Ledzokuku/Krowor Municipal	138
Ashanti	Mampong Municipal	139
Northern	Mamprugu Moagduri	140
Eastern	Lower Manya	141
Central	Mfantseman	142
Northern	Mion	143
Western	Mpohor	144
Western	Wassa East	145
Upper East	Nabdam	146
Upper West	Nadowli-Kaleo	147
Upper West	Nandom	148
Northern	Nanumba North	149
Northern	Nanumba South	150
Eastern	New Juaben Municipal	151
Greater Accra	Ningo Prampram	152
Brong Ahafo	Nkoranza North	153
Brong Ahafo	Nkoranza South	154

Volta	Nkwanta North	155
Volta	Nkwanta South	156
Volta	North Dayi	157
Northern	North Gonja	158
Volta	North Tongu	159
Eastern	Nsawam Adoagyiri Municipal	160
Western	Nzema East	161
Ashanti	Obuasi Municipal	162
Ashanti	Offinso North	163
Ashanti	Offinso Municipal	164
Western	Prestea/Huni Valley	165
Brong Ahafo	Pru	166
Upper East	Pusiga	167
Northern	Saboba	168
Northern	Sagnerigu Municipal	169
Northern	Savelugu Nanton	170
Northern	Sawla-Tuna-Kalba	171
Western	Sekondi Takoradi Metropolis	172
Western	Sefwi Akontombra	173
Western	Sefwi Wiawso	174
Ashanti	Sekyere Afram Plains	175
Ashanti	Sekyere Central	176
Ashanti	Sekyere East	177
Ashanti	Afigya Sekyere	178
Brong Ahafo	Sene East	179
Brong Ahafo	Sene West	180
Greater Accra	Shai Osudoku	181
Western	Shama	182
Upper West	Sissala East	183
Upper West	Sissala West	184
Volta	South Dayi	185

Volta	South Tongu	186
Western	Suaman	187
Eastern	Suhum Municipal	188
Brong Ahafo	Sunyani Municipal	189
Brong Ahafo	Sunyani West	190
Brong Ahafo	Tain	191
Upper East	Talensi	192
Northern	Tamale Metropolis	193
Brong Ahafo	Tano North	194
Brong Ahafo	Tano South	195
Western	Tarkwa Nsuaem Municipal	196
Northern	Tatale	197
Brong Ahafo	Techiman Municipal	198
Brong Ahafo	Techiman North	199
Greater Accra	Tema Metropolis	200
Northern	Tolon	201
Central	TwifoAti Morkwa	202
Central	Upper Denkyira East Municipal	203
Central	Upper Denkyira West	204
Eastern	Upper Manya	205
Eastern	Upper West Akyem	206
Upper West	Wa East	207
Upper West	Wa Municipal	208
Upper West	Wa West	209
Brong Ahafo	Wenchi Municipal	210
Eastern	West Akim Municipal	211
Northern	West Gonja	212
Northern	Mamprusi West	213
Northern	Yendi Municipal	214
Eastern	Yilo Krobo	215
Northern	Zabzugu	216

Appendix 2: List of Metropolitan, Municipal and District Assemblies

ASHANTI REGION

Metropolitan Assemblies	Capital	L.I
1. Kumasi	Kumasi	2059
Municipal Assemblies	Capital	L.I
2. Obuasi	Obuasi	1795
3. Ejisu-Juaben	Ejisu	1890
4. Bekwai	Bekwai	1906
5. Mampong	Mampong	1908
6. Offinso	Offinso	1909
7. Asokore Mampong	Asokore	2112
8. Asante Akim Central	Konongo-Odumase	2056
9. Ejura-Sekyeredumase	Ejura	2098
District Assemblies	Capital	L.I
10. Ahafo-Ano South	Mankraso	1401
11. Anfo-Ano North	Tepa	1402
12. Amansie West	Manso-Nkwanta	1403
13. Asante-Akim South	Juaso	1409
14. Atwima Nwabigiya	Nkawie	1738
15. Adansi South	New Edubiase	1752
16. Adansi North	Fomena	1758
17. Amansie Central	Jacobi	1774
18. Atwima Mponua	Nyinahin	1785
19. Sekyere Central	Nsuta	1841
20. Bosome Freho	Asiwa	1852
21. Atwima Kwanwomaa	Foase	1853
22. Ofinso North	Akomadan	1856
23. Afigya-Kwabre	Kodie	1856
24. Kwabre East	Mamponteng	1894
25. Sekyere South	Agona	1898
26. Sekyere East	Effiduase	1900
27. Bosomtwe	Kuntense	1922
28. Asante Akim North	Agogo	2057
29. Sekyere Afram Plains	Drobonso	2058
30. Sekyere Kumawu	Kumawu	2060

BRONG AHAFO

Municipal Assemblies	Capital	L.I
1. Kintampo North	Kintampo	1871
2. Asunafo North	Goaso	1873
3. Berekum	Berekum	1874
4. Wenchi	Wenchi	1876
5. Sunyani	Sunyani	1924
6. Dormaa Central	Dormaa-Ahinkro	2087
7. Nkoranza South	Nkoranza	2089
8. Techiman	Techiman	2096
District Assemblies	Capital	L.I
9. Tano North	Duayaw Nkwanta	1754
10. Tano South	Bechem	1755
11. Atebubu-Amantin	Atebubu	1770
12. Asunafo South	Kukuom	1773
13. Jaman South	Drobo	1777
14. Pru	Yeji	1778
15. Jaman North	Sampa	1779
16. Kintampo South	Jema	1781
17. Nkoranza North	Busunya	1844
18. Dormaa East	Wamfie	1851
19. Sunyani West	Odumasi	1881
20. Asutifi South	Hwidem	2054
21. Sene West	Kwame Danso	2088
22. Tain	Nsawkaw	2090
23. Sene East	Kajaji	2091
24. Banda	Banda Ahenkro	2092
25. Asutifi North	Kenyasi	2093
26. Dormaa West	Nkran Nkwanta	2094
27. Takyiman North	Tuobodom	2095

NORTHERN REGION

Metropolitan Assemblies	Capital	L.I
1. Tamale	Tamale	2068
Municipal Assemblies	Capital	L.I
2. Yendi	Yendi	2070
3. Savellugu-Nanton	Savellugu	2071
District Assemblies	Capital	L.I
4. Bunkpurugu-Yunyoo	Bunkpurugu	1748
5. Central Gonja	Buipe	1750
6. Nanumba North	Bimbilla	1754
7. Nanumba South	Wulensi	1763
8. Sawla Tuna Kalba	Sawla	1768
9. East Mamprusi	Gambaga	1776
10. Gushegu	Gushiegu	1783
11. Bole	Bole	1786
12. Karaga	Karaga	1787
13. Kpandai	Kpandai	1845
14. Chereponi	Chereponi	1854
15. Saboba	Saboba	1904
16. East Gonja	Salaga	1938
17. Zabzugu	Zabzugu	2053
18. West Mamprusi	Walewale	2061
19. Kumbungu	Kumbungu	2062
20. Mamprugu Moaduri	Yagaba	2063
21. Milon	Sang	2064
22. North Gonja	Daboya	2065
23. Sagnarigu	Sagnarigu	2066
24. Tatale Sanguli	Tatale	2067
25. West Gonja	Damango	2069
26. Tolon	Tolon	2142

CENTRAL REGION

Metropolitan Assemblies	Capital	LJ
1. Cape Coast	Cape Coast	1927
Municipal Assemblies	Capital	LJ
2. Komenda-Edina-Eguafo-Abirem	Elmina	1857
3. Assin North	Assin Foso	1859
4. Effutu	Winneba	1860
5. Upper Denkyira East	Dunkwa-on-Offin	1877
6. Agona West	Swedru	1921
7. Awutu Senya East	Kasoa	2025
8. Mfantseman	Saltpond	2026
District Assemblies	Capital	LJ
9. Ahafo-Ano South	Mankraso	1401
10. Analo-Ano North	Tepa	1402
11. Amanisie West	Manso-Nkwanta	1403
12. Asante-Akim South	Juaso	1409
13. Atwima Nwabigiya	Nkawie	1738
14. Adansi South	New Edubiase	1752
15. Adansi North	Fomena	1758
16. Amanisie Central	Jacabu	1774
17. Atwima Mponua	Nynahin	1785
18. Sekyere Central	Nsuta	1841
19. Bosome Frehno	Asiwa	1852
20. Atwima Kwanwoma	Foase	1853
21. Ofinso North	Akomadan	1856
22. Afigya-Kwabre	Kodie	1856
23. Kwabre East	Mamponteng	1894
24. Sekyere South	Agona	1898
25. Sekyere East	Effiduase	1900
26. Bosomtwe	Kuntense	1922
27. Asante Akim North	Agogo	2057
28. Sekyere Afram Plains	Drobonso	2058
29. Sekyere Kumawu	Kumawu	2060

WESTERN REGION

Metropolitan Assemblies	Capital	LJ
1. Sekondi Takoradi	Sekondi	1928
Metropolitan Assemblies	Capital	LJ
2. Tarkwa-Nsuaem	Tarkwa	1886
3. Nzema East	Axim	1917
4. Sekwi Wiaso	Sekwi Wiaso	2015
District Assemblies	Capital	LJ
5. Bibiani-Anhwiaso Bekwai	Bibiani	1387
6. Jomoro	Half Assini	1394
7. Ahanifa West	Agona Nkwanta	1395
8. Amenfi West	Wassa Akropong	1757
9. Prestea Huni Valley	Bogoso	1840
10. Shama	Shama	1882
11. Sekwi Akontombra	Sekwi Akontombra	1884
12. Ellembele	Nkrufu	1918
13. Wassa Amenfi Central	Manso Amenfi	2011
14. Wassa Amenfi West	Asankragua	2012
15. Bia West	Essam-Dabiso	2013
16. Bia East	Adabokrom	2014
17. Suaman	Dadieso	2016
18. Aowin	Enchi	2017
19. Wassa East	Daboase	2018
20. Mponoh	Mponoh	2019
21. Juaboso	Juaboso	2020
22. Bodie	Bodie	2021

EASTERN REGION

Municipal Assemblies	Capital	LJ
1. New Juaben	Koforidua	1426
2. Birim Central	Akim Oda	1863
3. Kwahu West	Nkawkaw	1870
4. East Akim	Kibi	1878
5. Akwapim	North Akropong	Akwapim 2041
6. Lower Manya Krobo	Odumasi-Krobo	2046
7. Nsawam Aboagyiri	Nsawam	2047
8. Suhum	Suhum	2048
9. West Akim	Asamankese	2127
10. Yilo Krobo	Somanya	2051
District Assemblies	Capital	LJ
11. Fanteakwa	Begoro	1411
12. Asuogyaman	Atimpoku	1431
13. Kwahu South	Mpraeso	1742
14. Atiwa	Kwabeng	1784
15. Kwahu East	Abetifi	1839
16. Upper Manya Krobo	Asesewa	1842
17. Birim South	Akim Swedru	1850
18. Akwemansa	Ofoase	1919
19. Birim North	New Abirem	1923
20. Akwapim South	Aburi	2040
21. Denkyembour	Akwatia	2042
22. Kwaebibirem	Kade	2043
23. Kwahu Afram Plains	Donkorkrom North	2044
24. Kwahu Afram Plains South	Tease	2045
25. Upper West Akim	Adeiso	2049
26. Ayensuano	Coaltar	2052

GREATHER ACCRA

Metropolitan Assemblies	Capital	LI
1. Tema	Tema	2033
2. Accra	Accra	2034
Municipal Assemblies	Capital	LI
3. Ga West	Amasaman	1858
4. Ledzokuku-Krowor	Teshie-Nungua	1865
5. Adentan	Adentan	1888
6. Ashiaman	Ashiaman	1889
7. La Nkwantanganang – Madina	Madina	2030
8. Ga Central	Sowutuom	2036
9. Ga South	Weija	2037
10. La Dade-Kotopon	La	2038
11. Ga East	Abokobi	2136
District Assemblies	Capital	LI
12. Ada West	Sege	2028
13. Ada East	Ada-Foah	2029
14. Kpone Katamasso	Kpone	2031
15. Ningo Prampram	Prampram	2035
16. Shai Osuduku	Dodowa	2039

Summary of MMDAs

Metropolitan Assemblies	6	25
Municipal Assemblies	56	26
District Assemblies	154	30
Total	216	13
Greater Accra	16	Volta
Central	20	Eastern
Western	22	Ashanti
Brong Ahafo	27	Northern
Upper West	11	Upper East

VOLTA REGION

Municipal Assemblies	Capital	LI
1. Keta	Keta	1868
2. Hohoe	Hohoe	2072
3. Kpando	Kpando	2073
4. Ho	Ho	2074
5. Ketu South	Denu	2155
District Assemblies	Capital	LI
6. Kadjebi	Kadjebi	1465
7. South Tongu	Sogakope	1466
8. South Dayi	Kpeve	1753
9. Krachi East	Dambai	1755
10. Ketu North	Dzodze	1843
11. Nkwanta North	Kpasa	1846
12. Biakoye	Nkonya-Ahenkro	1887
13. Nkwanta South	Nkwanta	1892
14. Jasikan	Jasikan	1901
15. North Dayi	Amfoega	2076
16. Central Tongu	Adidome	2077
17. Krachi West	Kete-Krachi	2078
18. Afadzato South	Ve Golokwati	2079
19. Agortime Ziope	Agortime Ziope	2080
20. North Tongu	Battor Dugame	2081
21. Akatsi North	Ave Dakpa	2082
22. Ho West	Dzolokpuita	2083
23. Krachi Nsumuru	Chindiri	2084
24. Adaklu	Adaklu Waya	2085
25. Akatsi South	Akatsi	2086

UPPER WEST

Municipal Assemblies	Capital	LI
1. Wa	Wa	1800
District Assemblies	Capital	LI
2. Wa East	Funsi	1746
3. Wa West	Weichiau	1751
4. Sissala East	Tumu	1766
5. Sissala West	Gwollu	1771
6. Lambussie/Kami	Lambussie	1849
7. Jirapa	Jirapa	1902
8. Daffiama-Bissie-Issa	Issa	2100
9. Nadowli-Kaleo	Nadowli	2101
10. Nandom	Nandom	2102
11. Lawra	Lawra	2099

UPPER EAST

Municipal Assemblies	Capital	LI
1. Bolgatanga	Bolgatanga	1797
2. Bawku	Bawku	2103
3. Kasena/Nankana	Navrongo	2106
District Assemblies	Capital	LI
4. Bawku West	Zebilla	1442
5. Bongo	Bongo	1446
6. Garu Tempane	Garu	1769
7. Kasena/Nankana West	Paga	1895
8. Builsa South	Fumbisi	2104
9. Nabdam	Nangodi	2105
10. Binduri	Binduri	2107
11. Pusiga	Pusiga	2108
12. Talensi	Tongo	2110
13. Builsa North	Sandema	2148

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GLOSSARY

Adjournment: A meeting postponed to a later date yet to be determined.

Act: A Bill passed by Parliament and assented to by the President.

Casting Vote: A vote given to the Presiding Member of the Assembly to resolve a deadlock at a meeting to make a binding decision.

Committee: A small type of deliberative body established by the Assembly for specific purposes.

Meeting: The series of sittings of the Assembly, which could be ordinary, specially requested or for emergency purposes.

Motion: A formal proposal by a member of a deliberative body requesting that the Assembly take certain decisions and actions.

Oath: A solemn legal promise to say or write what is true or to perform an act.

Point of Order: A request by a member to the Chair to interrupt proceedings in accordance with the Standing Orders of the Assembly

Quorum: The minimum number of members of a group required to officially begin deliberations.

Resolution: A written motion adopted by a deliberative body in the Assembly.

Revocation: A recalling of a member whose conduct is deemed not appropriate.

Standing Orders: Guidelines prescribing procedures for the conduct of business at meetings.

Vote of No Confidence: A consensus of a group of the removal of a member.

Government: Government and governance are two very similar words but different in meaning. Government is a group of people who rule or run the administration of a country. In other words, it is a body of representatives that governs and controls the state at a given time. Government is the medium through which the power of the state is exercised. Government may be of different types (democratic or autocratic) and at different levels (central or regional or local).

Governance: Governance on the other hand is the act of governing or ruling. It also refers to the set of rules and laws framed by the government that are to be implemented through the representatives of the state. Governance is what governments do and it is a concept that can be followed in an organization of any size. It is a process of creating order in economic and social life at all levels of government.

Decentralization: Decentralization has generally been described as a process by which a central government formally transfers powers to actors and institutions at lower levels in a political-administrative hierarchy. It is also the process of redistributing or dispersing power, functions, people or things away from central location of authority.

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The Institute of Local Government Studies (ILGS) started in 1999 as a project of the Ministry of Local Government and Rural Development. The ILGS exists to strengthen the capacity of District Assemblies, Regional Coordinating Councils and other interested parties to deliver efficient and effective local governance in Ghana by providing excellent management education, training and development, research and consultancy, information mobilisation and dissemination services.

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