



GHANA

**EU COUNTRY ROADMAP FOR
ENGAGEMENT WITH CIVIL SOCIETY**

2014 - 2017

Approved by:

EU Heads of Mission

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INTRODUCTION

The process that led to the development of this document was officially launched in May 2014 and concluded in October 2014. In view of developing the Roadmap in 2014, the EU Delegation launched an *Evaluation of the Impact of EU Support to Civil Society in Ghana* in late 2013. This evaluation favoured a participatory approach by organising workshops in Tamale and Accra, where the future Roadmap exercise was already introduced to CSOs.

Subsequently, specific consultations around the Roadmap process were held with staff of the EU Delegation, EU Member States, as well as other international development partners (USA, Canada and the World Bank) in September 2014. At the same time, several participatory meetings took place to get inputs from the local civil society on priorities for the engagement of the EU with civil society in the period 2014-2017. National authorities were also informed of the process and involved as much as possible in the definition of the priorities.

An extensive literature review of reports and documents available at the EU Delegation, as well as other donors, was undertaken with the aim of reviewing support to civil society in Ghana.

Four consultative meetings were held in Accra during the first week of September with civil society regrouped as: think tanks and research institutions; implementing NGOs; thematic leads and platforms; grassroots organisations and CBOs. A detailed report of these meetings is available. The CSO representatives present at these meetings compiled a questionnaire where they were asked to answer specific questions on the functioning of their organisations, the challenges they faced in terms of capacity, as well as the general operational environment.

One stakeholder workshop took place on Monday, 8th September 2014, where the priorities for future EU engagement with civil society were set, and possible actions defined. The workshop was attended by over 60 CSO representatives, in addition to EU Delegation and EU Member States' officials. A detailed report of this meeting is also made available.

At last, the EU Delegation and EU Member States have endorsed the five main priorities chosen for the Roadmap 2014-2017, and this final document has been produced.

STATE OF CIVIL SOCIETY

After a series of military coups d'état that have characterised the country's political scene since the late 60s, Ghana has benefitted from relative political stability since 1992. This multiparty democracy has seen the two main political parties succeeding each other in power, making it quite a unique case in Africa. The period following 2000, witnessed further liberalisation of the economic and political space, which has given impetus to the deepening and consolidation of Ghana's democracy.

At the same time, the continuous growth of the Ghanaian economy has increased private and public revenues, opening up new opportunities. Nevertheless, there remain challenges with macroeconomic stability and jobless growth, and increasing social inequality, and poverty has become increasingly concentrated in the northern parts of the country, as well as in the urban slums elsewhere.

The rule of law is generally respected in Ghana, and the country is compliant of international treaties for the protection of human rights. It has over a decade registered good scores in voice and accountability, as well as other governance indices. The right to freedom of speech, thought, association, information and movement are constitutionally guaranteed, and generally complied with, with few exceptions. Likewise, the media sector benefits from a high degree of freedom. Yet, many Ghanaians take very little part in political life and decision-making between elections.

The origins of civil society in Ghana date back to the times of the struggle for independence. Many voluntary associations formed in the immediate postcolonial period, whereas the tense situation after the overthrow of Kwame Nkrumah in 1966 and during the military rule hampered the formation and operations of civil society organisations for a period.

It is in the run-up to democratisation in 1992 that the favourable context contributed to the phenomenal growth in the civil society sector. The early 1990s and 2000s saw the formation of many new organisations, most of them focused on service delivery, with a few, mostly based in Accra, involved in policy and advocacy issues. CSOs provided water, education and health facilities among others, often deriving their funding from outside the country. For instance, the UN Global Fund against AIDS and HIV encouraged in the 1990s the formation of CSOs to facilitate the delivery of its projects to communities. Since then, the efforts of civil society in providing services to marginalised groups in Ghana have been of great importance.

The period from 2000 to 2010 saw a shift in some CSOs' work from mostly service delivery initiatives to activism in public policy advocacy and engagement. Given greater pressure from donors, and increased credibility of CSOs through their contributions to development, the government opened up the space for more civil society engagement.

Nowadays, civil society in Ghana is vibrant and has an important role to play in shaping policy, as well as strengthening the demand for accountability. The wide ranging nature of civil society organisations in terms of their forms, sizes and functions makes it difficult to have a neat classification of civil society organisations in Ghana. According to the self-assessment of civil society in Ghana conducted in 2013 by CIVICUS using the Civil Society Index Rapid Assessment (CSI-RA) approach, CSOs in Ghana can be regrouped in four main levels: communal groups, community-based organisations (CBOs), well-organised national CSOs, and networks and coalitions, particularly in the urban areas. Communal groups and CBOs are strongly rooted in their

communities and fast growing, whereas CSOs and think tanks mainly engage in advocacy and research¹.

The Department of Social Welfare (currently within the Ministry of Gender, Children and Social Protection) has a list of 751 organisations active in the country. The Ghana Association of Private Voluntary Organisations in Development (GAPVOD), an umbrella organisation for civil society in Ghana, lists close to 300 CSOs with a predominance of service-oriented NGOs mostly in rural water supply, basic education, environmental protection, primary healthcare, family reproductive healthcare and HIV/AIDS support programmes; community-based organisations; foundations; farmers' movements; trades unions; religious organisations; professional associations; advocacy groups and think tanks, which focus primarily on gender, child rights, disability rights, trade, democracy promotion, the environment and poverty reduction. CSOs are active in all ten regions of the country and work in all sectors.

The legal and regulatory framework for civil society is generally supportive and presents no major obstacles to their operations. However, some of the existing standard operating procedures that could enable the participation of civic groups in the national development and governance processes are not fully enforced (e.g. Public Hearings).

Ghana has attained the status of lower-middle income country in 2011, according to the World Bank re-classification. Most reports and studies reviewed are in agreement with the fact that the increased revenues brought by the continuous economic growth, alongside the expansion of democracy, can create a more favourable climate for civil society's engagement with relevant stakeholders at various levels.

However, according to the CSOs consulted during the meetings in Accra, this assessment is way too optimistic. Over the past two years, the economy of Ghana has experienced some major challenges emanating from a high budget deficit, a spiralling public sector wage bill and growing perception of public sector corruption. It is therefore difficult for citizens to understand why their country is considered a middle-income country when the delivery of basic services are severely constrained.

Some fragile areas for democracy were also highlighted, which, according to the participants, culminated in the agitations after general elections were held in December 2012. They also go along with the fact that a certain degree of stagnation has been experienced in the expansion of democracy since 2009, with the opposition unable to mount a serious challenge to the government.

1.1 ENABLING ENVIRONMENT

The 1992 Constitution created a very progressive rights regime (see above). Civil society organisations in Ghana can register either as: i) companies limited by guarantee under the Companies Code, Act 179 of 1963; or ii) voluntary associations under the Trustees Act 1962 (Act 106); or iii) professional bodies under the Professional Bodies Registration Decree (NRCD 143) of 1976. The process to register CSOs is relatively easy, but can become time-consuming, cumbersome and expensive, particularly for smaller CSOs based outside Accra.

¹ The Civicus report does not consider chieftaincy structures as part of civil society in Ghana. Chieftaincy is rather seen as part of the State, as its roles are enshrined in the Constitution.

CSOs enjoy free legal space to operate with no restrictions. However, no new laws have been approved since then to make sure these rights are effectively implemented. The State's efforts to create a regulatory framework since 1993 have encountered the resistance of civil society actors who were afraid of State's control. The 2004 National Policy for Strategic Partnerships with NGOs is currently unimplemented. The NGO Draft Bill of 2007 was discontinued by the government as a result of CSO's resistance. The relationship between the State and CSOs has since remained weak and permeated by mutual suspicion.

Civil society has often protested against the limited access to public information in Ghana in the absence of a Right to Information Law (RTI Law). Substantial pressure from civil society compelled the government in 2003 to take steps towards drafting or creating the legal framework that allows the public to access information. Following the continuous engagement of civil society with the government, the Right to Information Bill was drafted in 2007 and received Cabinet approval as a Bill in 2009 after series of modification, for onward submission to Parliament. The Bill should have been passed by the end of 2010, or latest by 2012, but this has not yet happened, in spite of the fact that it received its first reading in Parliament. The RTI Coalition (the coalition of civil society organisations that promote the RTI Bill) has called for further modifications on the latest draft. Currently, upon public pressure, crucial information can be provided by the public sector but citizens do not have a right backed by law.

The space for civil society's participation in public policy is not equally open in all national sectors. Whereas constructive participation is registered in the health sector, for instance, in the natural resources management and macro-economic sector the government is less open to civic engagement. Here, civil society groups are often invited to meetings at very short notice without the necessary time to collect relevant information and therefore to give meaningful inputs. Parliament is still weak in ensuring its oversight role. However, there are pockets of energy within civil society's areas of concern, particularly natural resources, which should be further developed. Donors as well have played a crucial role in pushing for the environment for CSOs' participation to be further improved.

Increasing social inequalities, the deepening geographical divide between the South and the North, which remains one of the most economically disadvantaged regions in Ghana, affected by regional instability, present formidable challenges to the work of civil society in Ghana. The perception of widespread corruption also represent a serious threat to governance at large.

1.2 PARTICIPATION AND ROLES

In a survey conducted by the Ghana Anti-Corruption Coalition (GACC) in the framework of the CIVICUS Civil Society Index- Rapid Assessment (CSI-RA) 2013, 70% of respondents, mostly from civil society groups, believe that civil society has had impact on government policy in Ghana. However, when respondents were asked to rate the level of impact, most respondents (38.5%) stated that the level of success was only average, suggesting that there is room for improvement. Only a very small number (3.8%) rated success as very high.

Nevertheless, an increasing number of government and State policy decisions have been influenced by civil society's action over the past few years, particularly through the active engagement of coalitions and think tanks based in Accra. The Civil Society Coalition on National Reconciliation played a key role in facilitating national reconciliation in Ghana. The Domestic Violence Coalition successfully supported the passage of Domestic Violence Legislation and its implementation. CSOs advocated for some years before family planning was added to the National Health Insurance Law (Civicus report).

Donor support has also facilitated civil society's participation in policy. The KASA civil society initiative was supported in the framework of the multi-donor Natural Resources and Environment Governance (NREG) Programme implemented by CARE². Alongside other networks, it has strongly advocated for the need to enforce the Forest Law Enforcement Governance and Trade (FLEGT) agreement and the Voluntary Partnership Agreement (VPA).

The analytical capacity necessary for CSOs is less strong outside the coastal zone of Ghana. Nonetheless, most CSOs consulted during the Roadmap process said they are active in the field of transparency and accountability. The major challenge they face in this area is the access to information that is made difficult in the absence of the Right to Information Law.

With the recent booming in the oil and gas sector, there is a growing expectation that citizens will be able to effectively participate in and benefit from this wealth. Civil society is expected to play an important watchdog role in overseeing these developments. The civil society Oil & Gas Platform, for instance, which has been supported by several international agencies including the World Bank, has been quite active in advocating for community rights in this sector.

Since donors have provided Ghana with budget support, many civil society organisations are active in budget monitoring and tracking advocacy role, although it has so far been the exclusive domain of national urban-based CSOs. Also, government institutions have resisted the attempts by CSOs to play a significant role in this area. In fact, CSOs affirm that it is still difficult for them to access information on how much budget is currently allocated to the different sectors.

One reason for the less-than expected impact of civil society's advocacy on public policy and development is the lack of collaboration between the media and other types of CSOs. Closer collaboration between these actors could help them achieve a greater impact, by bringing the research results of CSOs to the public (Civicus report). This would strengthen the watchdog role of civil society in crucial sectors of the country (such as natural resources management).

According to research produced in the framework of the multi-donor funding mechanism STAR-Ghana, about 80% of CSOs in Ghana are involved in the provision of basic services such as education, water and microfinance (Civicus report). In these sectors, they work in partnership with several State institutions. CSOs in Ghana played important roles in promoting the inclusion of marginal and excluded groups in mainstream development. Most CSOs have become active players in the economic realm, and try to sustain the community livelihoods through the creation of cooperatives and self-help groups, to stimulate entrepreneurship and promote income-generation activities.

Peace building and conflict prevention are predominant areas of concern for civil society organisations outside Accra, particularly those active in the northern regions, where the regional instability is perceived as a serious threat to peace and security.

1.3 CAPACITY

Capacity of civil society organisations in Ghana vary according to the different layers (CBOs, national CSOs, think tanks etc.). Some CSOs have qualified, dedicated, committed and efficient staff, particularly among the national CSOs and think tanks. Grassroots organisations face more

² For more information: <http://www.care.dk/wp-content/uploads/2012/10/Final-Kasa-II-Evaluation-Report1.pdf>

challenges in terms of technical capacity, but they benefit from local legitimacy and are strongly linked with their constituents.

Nevertheless, in general, Ghanaian organisations face serious effectiveness challenges. The gap between national-level and district and community-based civil society organisations results in lack of collaboration. According to most of the studies and reports analysed in the process of preparation of the Roadmap, the linkages between the well-established urban CSOs/ think tanks and the grassroots' organisations need to be strengthened, so that these organisations can sustain and complement each other.

Four main weaknesses of CSOs were identified in the Civicus self-assessment study of 2013. These are: the lack of a common voice from CSOs, and CSOs seeing each other as competitors rather than partners; the lack of downward accountability by CSOs, which means that CSOs often undertake projects without inputs from constituents, with consequent lack of local ownership and participation, whereas Ghanaian CSOs are mainly upwardly accountable to donors; the overdependence on funds from foreign donors, to the extent that Ghanaian CSOs have failed to seek other ways of sustaining themselves; and the lack of staff members with sufficient training to carry out their functions, whether in advocacy or service provision.

The institutional and organisational weaknesses provoke challenges to the political legitimacy and credibility of the civil society organisations. Citizens also perceive CSOs, particularly NGOs, as corrupted. They are often accused of lacking transparency and accountability, and unable to deliver on their objectives. Another major weakness is the under-representation of some social groups in the membership of most CSOs, primarily women, the rural and the poor people. Gender inequality is frequent within CSOs and their management.

However, CSOs in Ghana perceive the lack of resources as their major challenge. The tremendous donor support received by civil society in Ghana since the 1990s has contributed to a great extent to its vibrancy, as well as to the growth of its capacity and significance. Nevertheless, it has made most CSOs highly dependent on donor funding, and it has sometimes heavily influenced their internal dynamics. Donors also have the tendency to favour bigger organisations in Accra, whereas smaller rural CSOs are often left out of these opportunities. With the attainment of the status of lower-middle income country, some donors have decreased their support to Ghana. Those CSOs who rely most on this financial support feel most threatened, also because civil society organisations in Ghana do not receive governmental support, and there is no favourable tax regime in place either.

Due to the financial insecurity, it is difficult for CSOs to attract and retain high calibre staff. CSOs that face funding constraints also enter into high competition for funds with each other, rather than cooperating. To minimise their financial constraints, CSOs have started some forms of self-financing, particularly through income-generating activities. The necessary diversification of funding will also be made possible by bringing the private sector in.

In terms of coordination, CSOs in Ghana often seem to be competing rather than cooperating. Ghanaian civil society is quite fragmented and works with poor coordination. This is partly due to the limitation of funding, which makes the organisations' survival more difficult. Thematic platforms seem to work better than permanent coordination mechanisms, as they do not require stable inflows of funding to ensure that their structures are in place. However, these initiatives are often short-lived as they are (donor-) project-driven. A number of civil society platforms for improving governance in key thematic or specific sectors of the Ghanaian economy (e.g. mining,

forestry, land degradation, etc.), as well as policy reform, have been created through the Northern Ghana Network for Development.

A few organisations seem to be currently competing to perform the role of national NGO umbrella organisation, which has been left partly vacant by the Ghana Association of Private Voluntary Organisations in Development (GAPVOD). Active in Ghana since the 80s, and particularly in the 90s, GAPVOD has lacked structures and funding to be functional over the past few years.

However, during the consultations held in Accra, CSOs acknowledged that they should foster collaboration and cooperation amongst themselves in a more significant manner, in order to achieve more significant results in policy advocacy and engagement for instance. Also, the need for an independent coordinating structure and/or to re-vitalise the existing umbrella organisation was often highlighted. This could also help in overcoming the level of mistrust existing between smaller and bigger CSOs for instance.

CURRENT EU ENGAGEMENT

The European Union has provided funding for a wide variety of civil society initiatives in Ghana through its thematic programmes and instruments, as well as the European Development Fund (EDF). The total contribution to civil society allocated during the 10th EDF was a significant 5.4%. The initiatives covered various fields ranging from social accountability, election support, human rights and gender, to environment, food security and support to small and medium enterprises.

Under the 10th EDF, the EU allocated €8 million to two multi-donor pooled funds: STAR-Ghana and BUSAC Fund. STAR-Ghana stands for “Strengthening Transparency Accountability and Responsiveness in Ghana”. This pooled fund mechanism aims at increasing the influence of Ghanaian civil society and the Parliament in the governance of public goods and service delivery, with the ultimate goal of improving the accountability and responsiveness of the government, traditional authorities and the private sector. Given its strategic importance, the oil and gas sector was selected as one of the priority areas for the programme. In its first phase (2010-2015), STAR-Ghana has provided funding to ten Select Committees of Parliament. It also engages with the media to facilitate a constructive collaboration between them and civil society organisations. A second phase (2015-2020) is already being designed.

The "Business Sector Advocacy Challenge" Fund (BUSAC) aims at contributing to the creation of a more enabling business environment for the development and growth of the Ghanaian private sector. This is achieved by empowering business membership organisations, trade unions and the media, to influence public policy formulation by undertaking appropriate research, developing evidence-based policy positions, and advocating those positions with government and other private sector institutions/organisation that may be targeted by the action. BUSAC is currently implementing its second phase which will end in 2015. The possibility to extend BUSAC after 2015 is under discussion and the EU has already committed to support a third phase of the BUSAC Fund.

STAR-Ghana and BUSAC funds are strongly interlinked, and the future EU support to civil society should make good use of the strong synergies between these two initiatives, which have not been neglected so far especially at the central/macro level.

In addition to the EDF, the support to civil society was channeled through the following instruments: European Instrument for Democracy and Human Rights (EIDHR); Non State Actors and Local Authorities (NSA-LA); Food Security; Investing in People: the 2011-2014 programme was implemented in the Northern region of Ghana by PlaNet Finance under the Market Access through Cooperative Action: Empowering Women Informal Workers using microfinance, education and ICT project. PlaNet Finance worked through partnership with two local CSOs, namely, Maata N Tudu and Grameen Ghana; and Sustainable management of natural resources and energy: the EUD supported the Governance Initiative for Rights & Accountability in Forest Management- GIRAF project implemented by Care and three local CSO partners all of them being members of Forest Watch Ghana, a platform which influences forest governance in Ghana. The EU further supported the Integration of Legal and Legitimate Domestic Timber Markets into Voluntary Partnership Agreements project implemented by Tropenbos through two local partners.

2.1 STRUCTURED EU DIALOGUE WITH CIVIL SOCIETY

The EU Delegation has regular consultative meetings with CSOs in a number of areas and issues. The EDF programming has often served as an effective launch pad for consulting civil society. Consultations with CSOs on the Multi-annual Financial Framework under the 11th EDF were initiated two years ahead of time. Even though the agenda was set by the EU, other stakeholders were allowed to participate as fully as possible. Detailed information was provided in advance to enable participants to be adequately prepared. These forums brought CSOs, private sector and government representatives together.

The European Instrument for Democracy and Human Rights (EIDHR), the thematic programme Non-State Actors and Local Authorities (NSA-LA) and the development of a country Human Rights Strategy have also been used as platforms for engagement with civil society. The EU Delegation has engaged with civil society to identify the priorities for the presentation of Concept Notes to Headquarters for budgetary allocations under the above mentioned programmes. Once the budget has been allocated, it has held consultations with CSOs to identify the themes to be selected for the Calls for Proposals. Information sessions are held once the Calls have been launched.

In the development of a country Human Rights Strategy, which was jointly done with EU Member States, consultations were held with civil society Human Rights Defenders to appraise the human rights situation in Ghana and to identify priorities for the Country Strategy.

The EU Delegation also provides the broad framework for dialogue with other stakeholders engaging on specific issues. For example, there were extensive discussions by both government and the private sector on the Economic Partnership Agreement (EPA), where civil society advocated for increased support to enable it play its watchdog role more effectively.

2.2 POLICY DIALOGUE FOR AN ENABLING ENVIRONMENT

The legal and policy framework has so far been conducive for the operations of civil society. Therefore, the EU has not engaged significantly in policy dialogue in this area.

2.3 MAINSTREAMING CIVIL SOCIETY

The commitment to include civil society at all EU policy and programme formulation stages is in progress. Efforts have been sustained to increase the participation of civil society in the different interactive mechanisms of the EU with the government, particularly in the area of budget support.

Civil Society has been mainstreamed in the EU Delegation's support to democratic governance under the EIDHR, where the participation and inclusion of women in politics at both local and national level has been promoted. There has also been corresponding support to the Electoral Commission to foster free, fair and peaceful elections in the country.

During the programming phase of the Ghana Decentralisation Support Programme (GDSP), particular attention was given to the involvement of CSOs and traditional authorities in local government. Under GDSP phase I (Institutional Support), which seeks to strengthen the capacity of key institutions involved in the implementation of the Decentralisation Policy and its Action Plan, there is a specific component targeting CSOs. Through this support, the Social Accountability Platform was established for engagement between civil society and government on monitoring the performance assessment of service delivery at the district level (demand-side of social accountability).

Under GDSP phase II (Sector Reform Contract), one of the 12 performance indicators to be fulfilled is linked to the promotion of local democracy, participation and accountability through the involvement of CSOs and traditional authorities in local governance (Action Area 9 of the National Policy). From the latest joint EU-government review on progress in the implementation of the policy framework carried out in August 2014, some progress has been witnessed concerning this action area. For instance, the draft Consolidated Local Government Bill has made provisions for a strengthening of the relationship between District Assemblies and non-state actors.

In 2010, the EU and other budget support donors (i.e. the Multi-Donor Budget Support or MDBS³) introduced an engagement with civil society as part of the MDBS mechanism, especially in the run up to the Annual Reviews. This work was promoted and facilitated by the MDBS communications sub-group, which the EU Delegation coordinated for a greater part from 2010 to 2012. In its dialogue with the government, the MDBS donors pushed for the inclusion of civil society in the process. This was accepted 'in principle' by the government, even though in the subsequent years, the co-Chairs always had to insist on this.

The Communications sub-group played a key role in this. Information packages on budget support, disbursements, targets were produced and disseminated. A number of briefings were held for civil society ahead of the Annual Reviews. Together with the Aid Effectiveness Forum, a process to map civil society groups working with the various Sector Working Groups was also initiated. These Working Groups represent one of the key policy dialogue platforms in the country. The idea was generally accepted but in practice it was difficult to sustain. Nevertheless, the 2010, 2011 and 2012 MDBS Annual Reviews were considered very successful, particularly due to the contributions of civil society in the assessments of the underlying principles of budget support and in the discussion of cross-cutting issues. However, since the macroeconomic challenges began in 2013, the focus of the MDBS has been more on dialogue with government to address them.

Complementarities between geographic and thematic instruments were ensured during the programming of EU support to both the Independent Government Institutions (IGIs) and Ghana Integrated Migration Management Approach (GIMMA), as well as during the programming of the above-mentioned support to decentralisation. Decentralisation is a complex process that needs a high level of steering and coordination to make it effective. As mentioned above, the Sector Reform Contract, which seeks a maximum alignment of the EU contribution to the Decentralisation Policy Framework and the National Budget, was combined with a well-designed institutional capacity support targeting key players of the decentralisation reform.

To complement this support, ten grants were awarded to the Regions of Ghana under the Local Authorities Thematic Programme. These grants aim at strengthening the institutional capacities and internal structure of the Regions for carrying out efficiently and effectively their general and coordinating functions. The Regional Level in its role of coordination, monitoring, and evaluation of the performance of the districts is somehow instrumental in the gathering of information on the impact of the Decentralisation Sector Budget Support on the performance and quality of service delivery at local level.

Finally, under the NSA thematic programme, a total of 12 grants have been awarded to different CSOs in order to work collaboratively with Metropolitan, Municipal and District Assemblies and

³ The 11 MDBS partners at the time included the EU Delegation, as well as five EU Member States (Denmark, France, Germany, Netherlands, United Kingdom).

the citizenry to enhance social accountability and the delivery of services such as water, good sanitation, improved maternal health at the local level. These are complementary to Sector Budget Support to both the Ministries of Health and Local Government and Rural Development.

2.4 COORDINATION

The EU Delegation coordinates its support to civil society in Ghana with that of EU Member States, as well as other development partners. Ghana is a pilot country for the first phase of EU Joint Programming (2013-2016), therefore, these efforts are being deepened.

For instance, STAR-Ghana is co-funded by Denmark, USAID and the UK, who also manages it. Both the EU and Denmark have re-confirmed their support to the next phase. The BUSAC Fund is also supported by USAID, with DANIDA as the lead donor.

In addition to STAR-Ghana and BUSAC, Denmark has supported policy dialogue with civil society, as well as the implementation of a number of projects at the grassroots level. In the past, it supported the coalition of NGOs in the water and sanitation sector (CONIWAS). Denmark is also in the process of formulating core funding support to two national CSOs to address domestic accountability matters in Ghana.

France has supported civil society in Ghana over the past 20 years. Since 2011, 68 projects managed by local civil society organisations have received funding from the Embassy, which has recently applied for a new grant under the 2015-2017 Multi-Annual Programme in support of civil society. The following priorities have been selected for the future support: capacity building of CSOs, environment and gender. Along with UNDP, the Embassy has also supported the update of the Ghana CSO Directory, which was first initiated by GAPVOD, and is currently managed by the West Africa Civil Society Institute (WACSI)⁴.

GIZ/Germany supports civil society's involvement in the Decentralisation Reform Programme. The Local Governance Network (LOGNet), a network of CSOs/NGOs that promotes effective decentralisation and local governance through citizens' participation in decision-making and development processes has been supported with the recruitment of the National Coordinator, by building and strengthening its structures, as well as offering institutional support. Over the last years, LOGNet has been using a number of tools such as capacity building, dialogue, and research and media campaigns to help promote effective citizens' participation in decentralisation and local governance.

The Netherlands supported the CSO coalitions active in the Health sector, as well as in Water and Sanitation, until Netherlands stopped contributing to the Sector Budget Support. Additional work has been done in terms of developing CSOs' capacity to engage at the policy level. In the past, Netherlands also funded the KASA initiative, which worked as the civil society support mechanism in support of the Natural Resources and Environmental Governance (NREG) programme in 2008-2012 (other programme donors included the World Bank, DFID, Agence Française de Développement, the European Union).

In addition to its important contribution of €36,52 million for the first phase of STAR-Ghana (2010-2015), UK/DFID currently supports individual Ghanaian civil society organisations active

⁴ See: <http://civilsocietygh.org/wacsi-html/web/index.php>

in the Oil & Gas, Education, Health, Agriculture sectors, as well as integrated development and private sector.

Among non-EU actors, the USA, Canada and the World Bank play an important role in supporting civil society in Ghana. These three actors have expressed interest in the current EU Roadmap process, and might be associated.

USAID, in addition to its support to STAR-Ghana, promotes capacity-building activities of Ghana's leading civil society anti-corruption organisations, as well as election observation by civil society, with an explicit focus on increasing the participation of women and long-excluded marginalised groups in Ghana's election processes.

Canada supports CSOs' initiatives in the communities where extractive industries are active, aiming at strengthening the watchdog role played by civil society in the area of accountability. They are also active in the decentralisation process.

Up to 2010, the World Bank gave small grants to support CSO projects proposed under 1 or 2 sectors every year. After 2010, the approach shifted to giving support to coalitions such as the Oil & Gas Platform and the Aid Effectiveness Platform. This is done in the framework of the Governance Partnership Fund, which is also funded by Australia, Netherlands and United Kingdom. Moreover, there is a civil society component in the Bank's support to the Ministry of Local Government channelled through the District Development Fund, where CSOs' capacity is promoted in the areas of Public Financial Management and Budget.

Apart from the pool-fund mechanisms, no formal coordination mechanisms exist around the support of civil society, and no formal division of labour has been established.

2.5 LESSONS LEARNT

On balance, the engagement with civil society organisations can be described as positive and beneficial. According to the *Evaluation of the Impact of EU Support to Civil Society in Ghana* undertaken in the first semester of 2014, "overall, EU support to civil society in Ghana over the past seven years has been a good investment. Investing in civil society has been a safe bet. Trends in funding civil society have moved away from establishing parallel systems to government and filling service delivery gaps to advocating for goods and services, promoting social accountability, lifting the voices of the vulnerable, and involvement in drafting laws, policies and legislative instruments. Civil society has gained considerable credibility in some areas, making it a worthy partner, a partner to count on".

The EU is seen positively for being a development partner willing to engage with relevant actors in various fields of development and to fight against corruption. For instance, through the support to CSOs working on democratic governance, natural resources and environmental governance, gender and human rights, the EU has been brought closer to many communities at the local and national level.

The EU took a very prudent decision by contributing to the multi-donor pooled fund for civil society - STAR-Ghana. The fund has contributed enormously in terms of increasing access to funds for Ghanaian CSOs. It has also afforded the EU the opportunity to fund CSOs promoting transparency and accountability on thematic issues such as Oil & Gas, Health and Education. The EU by virtue of its participation in the Funders' Committee, and having had the opportunity to sit on the Steering Committee, has been able to influence strategic decisions on the support to CSOs.

Interactions with CSOs within STAR-Ghana are less formal and thus facilitate the easy sharing of information and knowledge.

The Evaluation also acknowledges the fact that smaller localised CSOs and CBOs have been involved in EU-supported projects, however, these have not always been empowered to develop and grow. Although grassroots organisations are active on the ground, they do not always get the recognition they deserve. The EU provided capacity building opportunities for different types of CSOs, which led to their growth and development. Some CSOs, depending on their situations, continue to require capacity strengthening in some areas.

Because of the diversity of civil society actors in Ghana, the EU should continue to provide different types of support to international and local NGOs, cooperatives or groups, chambers of commerce, and community-based or grassroots organisations. Attention should be paid to capacity development, research and knowledge dissemination, networking and structuring of networks, advocacy campaigns, and mentoring opportunities for CSOs. Every effort should be made to support newcomer CSOs. The Evaluation also recommends that EU efforts towards donor coordination are maintained with its continuous promotion of the role of civil society for sustainable development.

PRIORITIES

The European Commission's Communication on Civil Society identifies several areas where civil society actors can make a vital contribution to enhance development and governance outcomes. The three priorities of the Communication, i.e. the **enabling environment**, the **roles and participation of CSOs**, and the **capacity of civil society** analysed in Section 1, are contextualised in this Section to the reality of Ghana with a vision towards the future.

The policy priorities here contained were defined through a process of consultation at different levels: within the EU Delegation, with EU Member States, with the local civil society, as well as other development partners. In particular, Canada, the US and the World Bank have participated in the process.

Finally, the Roadmap is not to be considered a programming document *per se*. Rather, it is to be seen as a flexible and dynamic navigation tool, aimed at providing guidance for effective EU engagement with civil society at the country level. Priorities are therefore meant to reflect a strategic vision of change.

Priorities	Indicators
<i>I Pillar</i>	<i>Enabling Environment</i>
1. <i>CSOs representatives have the right to request for and disseminate information also through the media</i>	<ul style="list-style-type: none"> - United voice and affirmative action on the side of EU Delegation and EU Member States regarding the passage of the Right to Information Bill in to law by Parliament. - Public institutions ensure access to public information to all interested and concerned stakeholders (public, media, CSOs, etc.), providing explanations on the reasons for refusal, and highlighting the procedure for appealing. - A legal framework to regulate the civil society sector and its interaction with the State is promoted.
<i>II Pillar</i>	<i>Meaningful Participation in Policy Dialogue and Domestic Policies</i>
2. <i>Regular dialogue with CSOs working as process facilitators and catalysers between the State and local CSOs in the natural resource management sector is enhanced (Oil&Gas, Forestry, Environment, Land, Water, etc.)</i>	<ul style="list-style-type: none"> - Number of government planning and decision making processes that integrate CSOs. - Number of CSOs consulted and their degree of engagement (i.e. CSOs that are given the opportunity to comment on policies and legislative instruments in the sector). - Citizens and CSOs are provided with adequate and timely information (including the publishing of draft bills and adopted laws, unless they are subject to legally prescribed exceptions) to effectively contribute to the legislative and policy-making process. - Results of consultations are made publicly available.
3. <i>The inclusiveness of existing spaces for dialogue in the area of gender equality and women's empowerment is enhanced, and the needs of vulnerable and marginalised groups are addressed</i>	<ul style="list-style-type: none"> - Number of CSOs engaged in women and gender policy issues, i.e. supporting women-friendly laws, (e.g. Spousal Property Rights Bill and Affirmative Action Bill); and active in raising awareness on gender issues and/or active in monitoring the implementation of gender equality policies. - Number of CSOs actively involved in representing women's voices regarding women's economic empowerment. - Existence and use of spaces for dialogue between gender advocates and policy makers on issues concerning women, peace and security.
<i>III Pillar</i>	<i>Capacity Development</i>
4. <i>CSOs' efforts to</i>	<ul style="list-style-type: none"> - Number of CSOs staff trained in management, reporting and/or

<p><i>promote internal transparency and accountability and to strengthen links towards their constituents are supported</i></p>	<p>monitoring and evaluation.</p> <ul style="list-style-type: none"> - Number of monitoring and evaluations conducted by CSOs and disseminated to the public. - Number of CSOs developing or strengthening their accountability systems, ensuring upwards and downwards accountability flows. - Set-up (and eventually implementation) of internal governance systems (e.g. Code of Conduct/ Code of Ethics) to deliver assistance in a transparent and accountable manner.
<p><i>5. Coordination and networking amongst CSOs and with other actors (i.e. private sector) is enhanced, also allowing for diversification in the sources of funding</i></p>	<ul style="list-style-type: none"> - Existing formal and informal networks support shared strategies or interests at national level, with a specific focus on the inclusion of grass root organisations. - Number of networks and alliances established among CSOs and private sector increased and level of engagement of CSO platforms and networks in finding alternative ways for funding (possibly from the private sector). - Increased number of private sector involved in Corporate Social Responsibility projects.

ACTIONS

I Pillar: Enabling Environment

Priority 1
<i>CSOs representatives have the right to request for and disseminate information also through the media</i>
Indicator(s)
<ul style="list-style-type: none"> - United voice and affirmative action on the side of EU Delegation and EU Member States regarding the passage of the Right to Information Bill into law by Parliament. - Public institutions ensure access to public information to all interested and concerned stakeholders (public, media, CSOs, etc.), providing explanations on the reasons for refusal, and highlighting the procedure for appealing. - A legal framework to regulate the civil society sector and its interaction with the State is promoted.
Actions:
A. Analysis: Studies, mappings and research
<ul style="list-style-type: none"> • Capitalisation of research done to date around the Right to Information Bill (e.g. by Commonwealth Human Rights Initiative – CHRI Africa) to highlight areas yet to be covered by analysis <p><u>Stakeholders:</u> EU Delegation, Member States</p>
B. Policy dialogue, consultation and facilitation
<ul style="list-style-type: none"> • Facilitate dialogue with the Government around the Right to Information Bill • Facilitate information-sharing platforms allowing engagement among public authorities, including Independent Government Institutions (in particular the National Commission for Civic Education and the National Media Commission), CSOs and the media • Facilitate dialogue and coordination space between Government, donors and CSOs for advocating transparency and access to information, for sharing relevant documents and for effectively engaging all actors in accessing public information <p><u>Stakeholders:</u> EU Delegation, Denmark, Germany</p>
C. Funding: Operational support including mainstreaming
<ul style="list-style-type: none"> • Support the existing Right to Information Coalition to promote the Bill in Parliament as well as to raise awareness around the Bill among citizens • Support relevant and timely information dissemination activities to local platforms and exchange networks

- Support joint CSOs and media initiatives increasing public awareness on issues of concern
- Support an NGO umbrella organisation to stock and distribute information functioning as a catalyser among State institutions/ CSOs and citizens

Stakeholders: EU Delegation and Member States

II Pillar: Meaningful Participation in Policy Dialogue and Domestic Policies

Priority 2

Regular dialogue with CSOs working as process facilitators and catalysers between the State and local CSOs in the natural resource management sector is enhanced (Oil&Gas, Forestry, Environment, Land, Water etc.)

Indicator(s)

- Number of government planning and decision making processes that integrate CSOs.
- Number of CSOs consulted and their degree of engagement (i.e. CSOs that are given the opportunity to comment on policies and legislative instruments in the sector).
- Citizens and CSOs are provided with adequate and timely information (including the publishing of draft bills and adopted laws, unless they are subject to legally prescribed exceptions) to effectively contribute to the legislative and policy-making process.
- Results of consultations are made publicly available.

Actions:

A. Analysis: Studies, mappings and research

- Disseminate existing research and knowledge production on experiences of CSO engagement in policy processes, particularly at local level, and actors involved, in the natural resources management sector

Stakeholders:

B. Policy dialogue, consultation and facilitation

- Advocate for regular participation of CSOs in government-led forums on natural resources, as well as existing Working Groups, particularly in the framework of the current review of the National Development Plan
- Facilitate the engagement of the media in existing platforms that promote policy dialogue at local and national level to have country discussions on crucial issues, and promote links with the relevant Parliamentary Committees
- Promote forums where leaders of the different coalitions/ networks can meet, exchange

experiences and find common ground
<u>Stakeholders</u> : EU Delegation and Member States
C. Funding: Operational support including mainstreaming
<ul style="list-style-type: none"> • Support the capacity of individual CSOs, as well as CSO networks and platforms at the local and national level, to promote advocacy and policy dialogue initiatives • Promote effective mobilisation strategies aimed at ensuring adequate links between national platforms and their constituencies at grass root level in the natural resource sector • Support the production and dissemination of relevant information and best practices also from other countries through the publication of relevant reports and case studies
<u>Stakeholders</u> : EU Delegation and Member States

Priority 3
<i>The inclusiveness of existing spaces for dialogue in the area of gender equality and women's empowerment is enhanced, and the needs of vulnerable and marginalised groups are addressed.</i>
Indicator(s)
<ul style="list-style-type: none"> - Number of CSOs engaged in women and gender policy issues, i.e. supporting women-friendly laws, (e.g. Spousal Property Rights Bill and Affirmative Action Bill); and active in raising awareness on gender issues and/or active in monitoring the implementation of gender equality policies. - Number of CSOs actively involved in representing women voices regarding women's economic empowerment. - Existence and use of spaces for dialogue between gender advocates and policy makers on issues concerning women, peace and security.
Actions:
A. Analysis: Studies, mappings and research
<ul style="list-style-type: none"> • Research and knowledge production on experiences of mainstreaming gender and promoting women's participation at various levels, starting from the grassroots • Research on the potential needs of promoting a Social Protection Law and Women's Reproductive Rights Bill
<u>Stakeholders</u> : EU Delegation and Denmark
B. Policy dialogue, consultation and facilitation

<ul style="list-style-type: none"> • Promote the creation of public-private alliances that can advocate for the Affirmative Action Bill to go through Parliament • Political and diplomatic support, engaging with government and public authorities both in a public way (through public declarations) and through informal pressure (including meetings with government representatives) to promote and enlarge gender policies <p><u>Stakeholders:</u> EU Delegation and Denmark</p>
C. Funding: Operational support including mainstreaming
<ul style="list-style-type: none"> • Support initiatives for policy and technical engagement between key State institutions (key Ministries, Parliament, Judiciary, IGIs, development partners) and CSOs engaged in gender-related activities • Support education and awareness initiatives and media campaigns addressed both to the public and CSOs on gender issues, which focus on the legal aspects • Support CSOs capacity development efforts aimed at improving the capacity of women's organisations (also using an umbrella body) to strengthen their work • Support initiatives on women's economic empowerment and employment, including access, control and ownership of land and other resources <p><u>Stakeholders:</u> EU Delegation and Member States</p>

III Pillar: Capacity Development

Priority 4
<i>CSOs' efforts to promote internal transparency and accountability and to strengthen links towards their constituents are supported</i>
Indicator(s)
<ul style="list-style-type: none"> - Number of CSOs staff trained in management, reporting and/or monitoring and evaluation. - Number of monitoring and evaluations conducted by CSOs and disseminated to the public. - Number of CSOs developing or strengthening their accountability systems, ensuring upwards and downwards accountability flows. - Set-up (and eventually implementation) of internal governance systems (e.g. Code of Conduct/ Code of Ethics) to deliver assistance in a transparent and accountable manner.
Actions:

A. Analysis: Studies, mappings and research

- Finalise a Code of Conduct applicable to CSOs in Ghana, starting from existing research

Stakeholders: EU Delegation and Member States/ other donors

B. Policy dialogue, consultation and facilitation

- Facilitate the dialogue between CSOs and public authorities on the need to advocate for a legal and policy framework that defines the civil society sector and its interaction with the State (starting from existing work already done)

Stakeholders: EU Delegation and Member States

C. Funding: Operational support including mainstreaming

- Strengthen civil society coordination by reactivating national umbrella organisations, which also opens regional representations, so that they can support civil society's efforts to develop and enforce internal governance standards/codes of conduct/etc.
- Promote communication strategies among members of umbrella organisations and networks to share information about the activities in order to avoid duplication, and disseminate civil society activities to their constituents through the local media
- Support initiatives focusing on sharing experiences and knowledge among organisations, including at the local level (e.g. District coalitions to support decentralisation process)
- Fund CSOs in strengthening their internal capacity in fundraising, project cycle management, reporting, monitoring and evaluation, research and advocacy, financial management

Stakeholders: France, EU Delegation, Denmark and other STAR-Ghana partners

Priority 5

Coordination and networking amongst CSOs and with other actors (i.e. private sector) is enhanced, also allowing for diversification in the sources of funding

Indicator(s)

- Existing formal and informal networks support shared strategies or interests at national level, with a specific focus on the inclusion of grass root organisations.
- Number of networks and alliances established among CSOs and private sector increased and level of engagement of CSO platforms and networks in finding alternative ways for funding (possibly from the private sector).
- Increased number of private sector actors involved in Corporate Social Responsibility projects.

Actions:

A. Analysis: Studies, mappings and research

- Study on the Ghanaian private sector's Corporate Social Responsibility (CSR) policy, and mapping of existing initiatives and potential opportunities

Stakeholders:

B. Policy dialogue, consultation and facilitation

- Facilitate dialogue among CSOs on thematic/sectoral level, as well as grassroots, local, national and regional levels, through platforms which contribute to policy formulation and advocacy around thematic areas.
- Support civil society's dialogue with the private sector and build alliances with these actors.
- Strengthen and institutionalise dialogue among CSOs to find and/or develop alternatives for funding

Stakeholders: EU Delegation and Member States

C. Funding: Operational support including mainstreaming

- Support capacity development initiatives targeting networks and platforms, focusing particularly on proposal writing and development, fundraising, networking, knowledge management and knowledge-based advocacy
- Support communication initiatives and alliances between CSOs and private sector organisations to tackle emerging social problems

Stakeholders: EU Delegation and Member States

5. DASHBOARD

Country: Ghana		
Process		
Area	Indicator	Achievement
Involvement of Member States in Roadmap elaboration	<ul style="list-style-type: none"> Member States present in the country have been informed about the elaboration of the Roadmap and they were involved in the choice of priorities and actions. 	
Consultation with local civil society	<ul style="list-style-type: none"> The Roadmap has been prepared on the basis of consultations with a broad range of local CSOs respecting principles of access to information, sufficient advance notice, and clear provisions for feedback and follow-up. 	
Joint actions	<ul style="list-style-type: none"> Member States present in the country are actively involved in the implementation of the Roadmap priorities. 	
Outcome		
Priority	Indicator	Achievement
1. CSOs representatives have the right to request for and disseminate information also through the media	<p>United voice and affirmative action on the side of EU Delegation and EU Member States regarding the passage of the Right to Information Bill into law by Parliament.</p> <p>Public institutions ensure access to public</p>	

	<p>information to all interested and concerned stakeholders (public, media, CSOs, etc.), providing explanations on the reasons for refusal, and highlighting the procedure for appealing.</p> <p>A legal framework to regulate the civil society sector and its interaction with the State is promoted.</p>	
<p>2. <i>Regular dialogue with CSOs working as process facilitators and catalysers between the State and local CSOs in the natural resource management sector is enhanced (Oil&Gas, Forestry, Environment, Land, Water etc.)</i></p>	<p>Number of government planning and decision making processes that integrate CSOs.</p> <p>Number of CSOs consulted and their degree of engagement (i.e. CSOs that are given the opportunity to comment on policies and legislative instruments in the sector).</p> <p>Citizens and CSOs are provided with adequate and timely information (including the publishing of draft bills and adopted laws, unless they are subject to legally prescribed exceptions) to effectively contribute to the legislative and policy-making process.</p> <p>Results of consultations are made publicly available.</p>	
<p>3. <i>The inclusiveness of existing space for dialogue in the area of gender equality and women's empowerment is enhanced, and the needs of vulnerable and marginalised groups</i></p>	<p>Number of CSOs engaged in women and gender policy issues, i.e. supporting women-friendly laws, (e.g. Spousal Property Rights Bill and Affirmative Action Bill); and active in</p>	

<i>are addressed</i>	<p>raising awareness on gender issues and/or active in monitoring the implementation of gender equality policies.</p> <p>Number of CSOs actively involved in representing women voices regarding women's economic empowerment.</p> <p>Existence and use of spaces for dialogue between gender advocates and policy makers on issues concerning women, peace and security.</p>	
<i>4. CSOs' efforts to promote internal transparency and accountability and to strengthen links towards their constituents are supported</i>	<p>Number of CSOs staff trained in fundraising, project cycle management, reporting, monitoring and evaluation, research and advocacy, financial management.</p> <p>Set up of internal governance systems (e.g. Code of Conduct/ Code of Ethics) to deliver assistance in a transparent and accountable manner is enhanced.</p>	
<i>5. Coordination and networking amongst CSOs and with other actors (i.e. private sector) is enhanced, also allowing for diversification in the sources of funding</i>	<p>Existing formal and informal networks support shared strategies or interests at national level, with a specific focus on the inclusion of grass root organisations.</p> <p>Number of networks and alliances established among CSOs and private sector increased and level of engagement of CSO platforms and networks in</p>	

	<p>finding alternative ways for funding (possibly from the private sector).</p> <p>Increased number of private sector actors involved in Corporate Social Responsibility projects.</p>	
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