



Republic of Ghana

# NATIONAL PUBLIC POLICY FORMULATION GUIDELINES

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NATIONAL DEVELOPMENT  
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National Public Policy Formulation Guidelines.

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## PREFACE

Policy making is an important function of Government, as it is a means by which government is able to address critical issues that affect people in the society. Supporting government in its policy making function, are Ministries, Departments, and Agencies (MDAs) whose policy formulation mandate is central to achieving overall national development goals and addressing identified issues of national concern. The processes and nature of how public policies are formulated, is therefore critical to the development agenda of government and should be of interest to everyone.

A review of existing public policies formulated by the MDAs show variations in policy formats and structures; use of different processes and procedures; limited stakeholder engagement in some policy formulation processes; weak implementation arrangement; weak policy-ownership; inadequate funding arrangement as well as policy conflicts, inconsistencies, duplications and contradictions. The situation as it pertains currently, is likely to hamper the effectiveness of some sector policies formulated to address socio-economic challenges and fulfill national development goals and objectives.

To address problems in the public policy terrain, the National Development Planning Commission (NDPC), in line with its mandate, has developed this Public Policy Guidelines to streamline the process for public policy formulation and approval. This Guideline is the first of its kind for public sector institutions at the national level and it seeks to standardize public policy formulation and approval processes and procedures, strengthen coordination, collaboration, harmonisation and implementation among key actors, and prevent overlaps, duplications, conflicts and contradictions in

in public policies. The Guidelines, in its preparation has taken cognisance of other sector specific guidelines already in existence, as well as other international and local materials and documentations. The Guidelines, although directed primarily at actors in public sector institutions, could also serve as a reference material for non-state actors.

The NDPC is of the firm belief that the use of this Guidelines will lead to improved public policy documents that addresses synergies and limits duplications and contradictions and ensures effective coordination and collaborative processes among public sector institutions. In addition, a consistent application of the Guidelines by public sector institutions will also facilitate easy documentation and structured analysis of public policies. The Commission is ready to provide technical assistance in the formulation of public sector policies.

The preparation of the Guidelines was made possible by the commitment and determination of the Commissioners and staff of the National Development Planning Commission. Special thanks to the Ministries, Departments and Agencies for their vital inputs that helped to enhance the quality of the Guidelines.

**DR. KODJO ESSEIM MENSAH-ABRAMPA**  
**DIRECTOR-GENERAL**



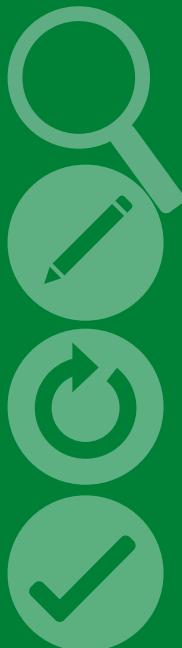
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# Guidelines for Public Policy Formulation in Ghana

The National Public Policy Formulation Guidelines is to help those developing or reviewing public policy documents to identify essential sections and issues they need to take into account to produce effective policy which will make a difference to and improve the lives of people living in Ghana.



# **CHAPTER ONE**

## **INTRODUCTION**

### **Background and Rationale**

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Governments the world over, as part of their responsibility to secure the welfare and well-being of their citizenry, adopt public policy as a governance tool. Ghana is no exception. Since independence, it is estimated that over 200 public policies have been formulated to address the country's development challenges. Some of these public policies include the Free Education Policy introduced in 1961; the Economic Recovery Programme (ERP) launched in 1983; Ghana Vision 2020 introduced in 1996; Ghana Poverty Reduction Strategy (2003-2005), and the Growth and Poverty Reduction Strategy (2006-2009). Other examples of public policy include the Coordinated Programme of Economic and Social Development Policies and their associated National Development Policy Frameworks. These National Development Policy Frameworks serve as a basis for the formulation of sector-specific public policies by Ministries, Departments and Agencies. Examples are the Free Maternal Health Policy (2008); National Ageing Policy (2010), Forest and Wildlife Policy (2012) and the Free Senior High School Policy (2017).

Despite the many examples of public policies developed in the past to address societal issues, the policy terrain is confronted with a number of challenges. These challenges have to do largely with the processes and procedures used in the formulation and approval of policies; differences in policy formats and structure; limited stakeholder engagement; weak



implementation arrangements; weak policy ownership; financial constraints, as well as policy conflicts, contradictions, inconsistencies and duplications.

The public policy formulation terrain is also bedeviled with a lack of clearly crafted visions, limited information on sources and levels of funding required to finance the implementation of formulated policies, inadequate information in some instances, on implementation, monitoring and evaluation arrangements, lack of internal consistency both in terms of structure and or policy content as well as the lack of evidence and data on which to base decisions on policy directions. An assessment report on the 1994 Mental Health Policy of Ghana by Health Research Policy and Systems in 2011 provides evidence of these challenges.

While some policy documents provide information on the rationale, scope and structure of the policy in the introductory chapter and also discuss the global, regional and national context for the policy, others do not.

Furthermore, a number of public policies have been completed without extensive stakeholder consultations. Consequently, this has affected the depth, quality, legitimacy and ownership required for some of these public policies.

There is also a lack of clarity in the processes and procedures that must be followed and adhered to by policy makers, especially, in the public policy formulation and approval processes due to these processes and procedures not being properly defined, thus leaving room for ambiguity, policy conflicts, contradictions, overlaps and duplications to occur.

Other challenges include policy inconsistencies as a result of changes in policy direction and tenure of office (political administration), inadequate understanding of the roles of key institutions and weak institutional mechanisms. These shortcomings have generally limited the implementation success of some public policies.

This National Public Policy Formulation Guideline seeks to address challenges identified in the public policy terrain by providing key information and guidance required for preparing public policies for national, sectoral and district development.

## **Aims and Objectives**

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The National Public Policy Formulation Guideline aims to achieve the following:

1. Standardise the public policy development format;
2. Streamline public policy formulation and approval processes;
3. Strengthen coordination, collaboration, harmonisation and implementation among key actors in policy making; and
4. Prevent overlaps, duplications, conflicts and contradictions in public policies.

## **Legal and Regulatory Framework**

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The policy formulation process is supported by specific legal and regulatory frameworks. These frameworks give public sector institutions the mandate to formulate, implement,



monitor and evaluate policies, plans and programmes. They include: the 1992 Constitution of Ghana; National Development Planning Commission Act, 1994 (Act 479); National Development Planning (System) Act, 1994 (Act 480); National Development Planning (System) Regulations, 2016 (LI 2232); the Civil Service Act, 1993 (PNDCL 327); and the Statistical Service Law, 1985 (PNDC Law 135). The provisions of these legislative and regulatory frameworks underpinning the Guidelines are discussed below:

### **Constitution of Ghana (1992)**

#### **a. ARTICLE 34, CLAUSE 1**

Makes provision for the Directive Principles of State Policy which guide governments and citizens in “*implementing any policy decisions, for the establishment of a just and free society*”.

#### **b. ARTICLE 86 AND 87**

Makes provision for the creation of the National Development Planning Commission. Article 87 Clause 1 states that “*The Commission shall advise the President on development planning policy and strategy,*” while Article 87 Clause 2 (e) directs the Commission to monitor, evaluate and coordinate development policies, programmes and projects.

#### **c. ARTICLE 88**

This article recognizes the key role of the Attorney-General. Every policy needs to be assessed by the Attorney-General to ensure legal consistency and alignment with the provisions of the Constitution.

## **Acts of Parliament**

### **d. National Development Planning Commission Act, 1994 (Act479)**

The National Development Planning Commission is a body created by Articles 86 and 87 of the 1992 Constitution of the Republic of Ghana and is legally set up by Act 480 (1994) with the mandate to advise the President on development planning, policy and strategy.

### **e. National Development Planning (System) Act, 1994 (Act 480)**

This Act provides the legal mandate to set up and manage the national development planning system, and to define and regulate planning procedures. The mandate given to NDPC allows for the publication of guidelines (e.g. the National Public Policy Formulation Guidelines), manuals and other legislative instruments to regulate the decentralized planning system and to ensure the equal and sustainable development of Ghana.

## **Legislative Instruments**

### **f. National Development Planning (System) Regulations, 2016 (LI 2232)**

The National Development Planning (System) Regulations, 2016 (LI 2232) give effect to the National Development Planning System Act, 1994 (Act 480), providing specific regulations, schedules, timelines and procedures for the preparation, approval, implementation, monitoring and evaluation of development plans which are based on the national



medium-term development policy agenda.

### **Other statutes**

#### **g. Civil Service Act, 1993 (PNDC Law 327)**

The Civil Service Act, 1993 (PNDC Law 327) is intended to assist the government in the formulation and implementation of policies for national development. This Act provides advice to the government on implementing policies and plans in relation to the civil service of Ghana. The Guidelines will assist civil service officials, particularly in the Policy, Planning, Monitoring and Evaluation units, in the formulation and implementation analysis of public policies.

### **Scope of the Guidelines**

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The Guidelines have been prepared primarily for public sector organisations mandated to formulate public policies. In addition, the Guidelines may serve as a reference for non-state actors on public policy formulation. The document provides a standardized process for preparing public policy documents and recommends a structure for the policy document.

### **Process of Preparing the Guidelines**

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The Guidelines preparation process was participatory and involved a wide range of stakeholders. It began with a desk review of relevant policy documents and laws, and technical write-shops which resulted in the development of a draft Guidelines document. The draft Guidelines document was then subjected to peer review by experts and stakeholders from Parliament, Cabinet, academia, civil society, private and public

sectors. Following the peer review stage, the draft Guidelines document was then submitted to Cross-Sectoral Planning Group (CSPG) meetings for further review and comments. Subsequently, the draft Guidelines was finalised based on comments from the CSPG meetings and submitted to Commissioners of the National Development Planning Commission for consideration and approval.

## **Structure of the Guidelines**

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The National Public Policy Formulation Guidelines document is structured into five chapters and appendices. Chapter One introduces the policy guidelines and sets out the background and rationale. It includes highlights of the legal and legislative framework for the guidelines, the process of preparing the guidelines, as well as the scope and structure of the document. Chapter Two explains the context and features of good public policy formulation and the linkages between policy, planning, monitoring and evaluation processes and how they relate to Ministries, Departments and Agencies (MDAs), Regional Coordinating Councils (RCCs) and Metropolitan, Municipal and District Assemblies (MMDAs) in the policy formulation process. Chapter Three presents the key actors and their roles in the policy formulation process. Chapter Four lays out the step-by-step processes that are to be followed when formulating a public policy and discusses the policy approval process, while Chapter Five provides information on the expected format and content for drafting public policies.



## CHAPTER TWO

### PUBLIC POLICY

#### Introduction

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This chapter describes what public policy is, the types of public policy and the features of good public policy formulation. In addition, it provides information on the linkages between policy, planning, monitoring and evaluation within the development planning cycle and at the MDA, RCC and MMRA levels.

#### What is Public Policy?

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A policy refers simply to “a course or principle of action”<sup>1</sup> or “a statement of prescriptive intent”<sup>2</sup>. Public policy can be said to be rooted in the broader definition of policy, in that the state, government or public official is the main actor in providing a solution to an identified problem for the public good.

According to Dror (1983), public policy is “a very complex and dynamic process whose various components make different contributions to it. It designs major guidelines for action directed at the future mainly by governmental organs. These guidelines and policies formally aim at achieving what is in the public interest by the best possible means”. The *Northern Ireland Executive* (2016), states that public policy involves “the

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<sup>1</sup> University of Sydney (2016). What is a policy? Retrieved from [https://sydney.edu.au/legal/policy/ what/index.shtml](https://sydney.edu.au/legal/policy/what/index.shtml).

<sup>2</sup> Kogan, M. (1975). Educational Policy Making: A Study of Interest Groups and Parliament. London: Allen & Unwin

process by which governments translate their vision into programmes and actions to deliver ‘outcomes’- desired change in the real world.” Dye (in Birkland, 2005), also defines public policy broadly as “whatever Governments choose to do or not to do.” Similarly, Anderson (2011), defines public policy as “a relatively stable, purposive course of action or inaction followed by an actor or set of actors in dealing with a problem or matter of concern”. Accordingly, public policy involves both action and inaction. Inaction in this instance becomes a policy when officials decline to act on a problem.

For the purposes of these Guidelines, public policy refers simply to a purposive course of action taken by the government in response to an issue requiring an intervention. It can also be described as a guiding framework of government intentions for addressing a set of national or sector-specific concerns or issues.

## **Types of Public Policies**

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The are differing typologies in the literature for classifying public policies. According to Anderson (2011)<sup>3</sup>, substantive, procedural (administrative), distributive, regulatory, self-regulatory, redistributive policies are some types of public policies. Also, Lowi (1972), mentions distributive, redistributive and regulatory policies as some types of public policies whereas in Smith (2003), public policies can be classified into two basic types – vertical and horizontal policies. (See Appendix D for other types of public policy and their description).

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<sup>3</sup> Anderson, J. E. (2011). Public Policy Making: An Introduction. 7th Edition. Boston: Houghton Mifflin Company



In the context of Ghana's development aspirations, the typologies as defined by Anderson, Lowi and Smiths are useful. As such, they are explained below:

- I. **Substantive policies** are concerned with the general welfare and development of the society with regard to the provision of education, employment opportunities, economic stabilisation, law and order enforcement, anti-pollution laws, etc. For instance, the Nation Builders Corps (NABCO) and Free Senior High School Education are some substantive public policies.
- II. **Procedural policies (administrative policies)** are concerned with rules that govern the way a government department can carry out its duties, the areas over which it has jurisdiction or authority and the process and strategies it can use to carry out its work.
- III. **Distributive policies** look at how public goods and services, as well as their costs are extended to the whole population. Usually the cost is catered for from taxes from the general public. An example of a distributive policy is the National Health Insurance Scheme.
- IV. **Redistributive policies** are used to alter the socio-economic status of certain sections of the population, usually the poor and marginalised, by giving them social transfers both in kind and in cash. An example of a redistributive policy is the Livelihood Empowerment against Poverty (LEAP) programme.
- V. **Regulatory policies** are to maintain order and prohibit behaviours that endanger society and also to protect

economic activities and behaviours that enhance development. The government accomplishes this goal by restricting citizens, groups or corporations from engaging in those actions that negatively affect the political and social order.

**VI. Vertical policy** is the traditional way in which policy decisions are made (top-down). It is a policy developed within a single organisational structure and generally starts with broad overarching policy, sometime called "framework" policy. Thus, it is policy developed by the government translating national decisions to the regional and district level, taking into consideration, specific context [Smith, 2003:11]. Policies initiated and imposed by the government are vertical. An example is the Ghana School Feeding Programme.

**VII. Horizontal policy** by contrast, is developed by two or more organisations, each of which has the ability or mandate to deal with only one dimension of a given situation. [Smith, 2003: 11-12]. Increasingly, there is recognition by governments that many of the objectives they seek to achieve are complex and involve two or more sectors, Ministries, Departments and Agencies. An example is the Ghana National Spatial Development Framework (2015-2035).

Notwithstanding these categorisations, public policies may come in the form of written regulations such as District Assembly by-laws, guidelines; development frameworks and statements on government or sector priorities including procedures or standards to be achieved; legislation and mandates.



## Features of a good public policy

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A good public policy can be identified by certain features. These features include the policy being futuristic, outward and inward looking, innovative, evidence-based, inclusive, multi-sectoral, informed by lessons, communicative, and building in evaluation and review functions. The Northern Ireland Executive (2016) identified these features to be inherent in the policy formulation process. Other features also identified in the literature reviews for public policy development include comprehensive, iterative and interactive. These are explained as follows:

### **Futuristic**

The public policy formulation process clearly defines outcomes that the policy is designed to achieve. Where appropriate, it looks at least five years into the future regarding the likely effect and impact of the policy based on statistical trends and informed predictions of social, political, economic and cultural trends. A statement of intended outcome is therefore made at an early stage.

### **Outward and Inward Looking**

The policy formulation process takes account of influencing factors in the national, regional and global contexts such as treaties, policies and strategies, and draws on experience in other regions and countries.

### **Innovative**

The policy formulation process is innovative, questioning established ways of dealing with things, encouraging new and creative ideas; and where appropriate, making

established ways work better. Wherever possible, the process is open to comments and suggestions of others. Risks are identified and actively managed.

### **Evidence-based**

The advice and decisions of policy makers are based on the best available evidence from a wide range of sources; all key stakeholders are involved at an early stage and through the policy's development. All relevant evidence, including that from specialists, is available in an accessible and meaningful form to policy makers. An evidence-based approach to policy making may include reviewing existing research, commissioning new research and consideration of properly costed and appraised options and scenarios.

### **Inclusive**

The Policy formulation process takes account of the impact on and/or meets the needs of all people directly or indirectly affected by the policy; and involves key stakeholders directly.

### **Multi-sectoral**

The process takes a holistic view, looking beyond institutional boundaries to the administration's strategic objectives and seeks to establish the ethical, moral and legal base for policy. There is consideration of the appropriate management and organisational structures needed to deliver cross-cutting objectives. Policy formulation ought to be built around the shared development goals and values.

### **Informed by lessons**

Policy formulation learns from experience of what works and



what does not to ensure the policy being formulated is realistic and practicable.

### **Communicative**

The policy formulation process considers how policy will be communicated to the public. This can be done through a number of approaches including drawing up a communications strategy or plan.

### **Evaluation**

Systematic evaluation of the effectiveness of policy is provided for in the policy formulation process.

### **Review**

Existing policy is constantly reviewed to ensure it is really dealing with problems it was designed to solve, taking account of associated effects in relevant sectors.

### **Comprehensive**

For a policy to be comprehensive, it must adopt the necessary strategy or best options (in terms of cost and benefits) in order to yield the best solution to all possible aspects of an identified problem.

### **Iterative**

A policy formulation process needs to be iterative. This means it must be flexible enough to undergo analysis at each stage of decision making in order to arrive at an optimal solution.

### **Interactive**

An interactive policy formulation process is when multiple parties play an active role and jointly arrive at a decision.

## **Linkage between Policy, Planning, Budgeting and Monitoring & Evaluation at MDA and MMDA levels**

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The policy, planning, budgeting and monitoring and evaluation stages of the development planning cycle are inextricably linked. The National Medium-Term Development Policy Framework (NMTDPF) provides the linking framework for policy, planning, budgeting and monitoring and evaluation. The NMTDPF which drives government's policy agenda contains broad national policy objectives and strategies with clearly identified implementation responsibilities for MDAs and MMDAs. Based on the framework, MDAs and MMDAs prepare their development plans and budgets.

The effective implementation of sector and district plans requires implementing plans within the confines of budgetary allocations of the Ministry of Finance. It also may require reviewing existing policies and/or developing new policies altogether. Once implementation of policies through development plans is underway, it behooves on MDAs and MMDAs to monitor and evaluate the plan's implementation. The cycle is therefore not complete without a monitoring and evaluation arrangement. It is the process of monitoring and evaluation that results in the production of progress information necessary for assessing performance of government policies and development interventions.

The achievement of national development policy objectives, under the decentralized planning system therefore depends largely on their effective linkages to the sector and district development plans, the national budget, and an effective monitoring and evaluation system.



## CHAPTER THREE

### KEY STAKEHOLDERS AND THEIR ROLES IN THE FORMULATION OF POLICY

#### Introduction

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Ghana's constitution establishes two primary institutions largely responsible for the formulation and approval of public policy. These are the Executive and Legislature. The Judiciary also performs policy formulation functions, but it is not a primary actor in the process in the sense that its role only arises when there is a need to resolve constitutional issues.

The Legislature deliberates on policy proposals from the Executive which, if approved, proceed to the Presidency for presidential assent (Constitution of Ghana, 1992; Article 106 (1)). Ultimately, the Legislature ensures that policy-related actions of the Executive are fully examined and monitored to ensure that policy meets the needs and aspirations of citizens.

In line with the 1992 Constitution, the following section discusses the specific roles of institutions and key actors in the policy formulation process. The Office of the President (including the President), Cabinet, National Development Planning Commission, the Attorney-General and Parliament are key institutions under the Executive and Legislative arm with public policy formulation and approval responsibilities. The Office of the Head of Civil Service (OHCS) and the Ministry of Finance are Central Management Agencies with special roles in the policy formulation process. Generally, all MDAs also develop and implement policies that are sector specific in nature and therefore, they also are discussed in this section.

The interrelation among these key actors at various stages in the policy formulation process is shown in *Figure 1*, from policy initiation through to approval stage.

## **Office of the President**

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The Constitution provides under Article 58 (1) that executive authority in Ghana is vested in the President, who exercises that authority in accordance with the provisions of the Constitution. The Office of the President (OoP) is responsible for the determination of general policy which, in addition to constitutional laws and regulations, provides the foundation for public policy. The determination of general government policy by the Office of the President involves the assistance of the Policy Coordination, Monitoring and Evaluation Unit (PCMEU), and the Cabinet Secretariat.

## **Cabinet**

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Cabinet plays a critical role in the formulation of policies. By Article 76 (2) of the 1992 Constitution, it assists "the President in the determination of general policy of the government". Cabinet considers and decides on policy proposals, presented as Cabinet memoranda, and draft state budgets. Cabinet also coordinates other government business such as the legislative process, draft bills, loan agreements, and international treaties.

## **National Development Planning Commission**

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The National Development Planning Commission (NDPC) is mandated by Articles 86 and 87 of the 1992 Constitution to guide the formulation of development policies and plans, and monitor and evaluate the development effort at national,



regional and district levels. NDPC is also responsible for providing sound, evidence-based policy advice to the President, Parliament and MDAs. Specifically, NDPC collaborates with public sector organisations in the policy preparation exercise by:

- Providing guidelines for policy formulation;
- Providing technical assistance, where necessary, to policy preparation teams;
- Ensuring synergies among existing policies, and minimizing trade-offs;
- Ensuring that public sector policies are consistent with national development objectives;
- Providing technical clearance in the policy approval process.

## **Office of the Attorney-General and Ministry of Justice**

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The Attorney-General is the principal legal adviser to the government. As a member of Cabinet, the Attorney-General advises the government on the legal merits of its policies, legislative proposals and actions. Furthermore, the Attorney-General ensures that public policies being formulated are consistent with national and international laws.

## **Parliament**

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Parliament plays an important role in evaluating government policies, programmes and projects. Under the 1992 Constitution, legislative power in Ghana is expressly vested in Parliament and is exercised in accordance with the Constitution. Parliament plays an oversight role on the Executive and contributes to policy formulation. Parliament

keeps watch over the performance of the Executive, which controls the public service, to ensure the formulation and implementation of public policy conforms to the approved development agenda of the state and that expenditure incurred is in accordance with parliamentary authroisations. Parliamentary sub-committees review policy proposals and make inputs. Similarly, proposed policies are debated on the floor of Parliament to generate input to enrich them.

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### **Office of the Head of Civil Service**

The mission of the civil service, as stated in the Civil Service Law, 1993 (PNDCL 327), "is to assist the government in the formulation and implementation of government policies for the development of the country." The Office of the Head of Civil Service has charge over all civil servants and is mandated to ensure the efficiency of the Service and effective implementation of government policies and plans. It is also required to advise the government on employment and policy formulation within the Service; conduct of management audits and review, and on personnel limits for the Service.

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### **Ministry of Finance**

The Ministry of Finance (MoF), in collaboration with other key stakeholders, ensures macroeconomic stability for the promotion of sustainable economic growth and development of Ghana and its people through the formulation and implementation of sound macroeconomic policies. The ministry's role in the policy formulation process includes assessing the financial implications and fiscal sustainability of



policy and ensuring that the economic dimensions of the proposed policy are consistent with the overall macroeconomic objectives of the government. The MOF also advises on potential sources of funding and mechanisms for financing the policy.

## **Ministries, Departments and Agencies**

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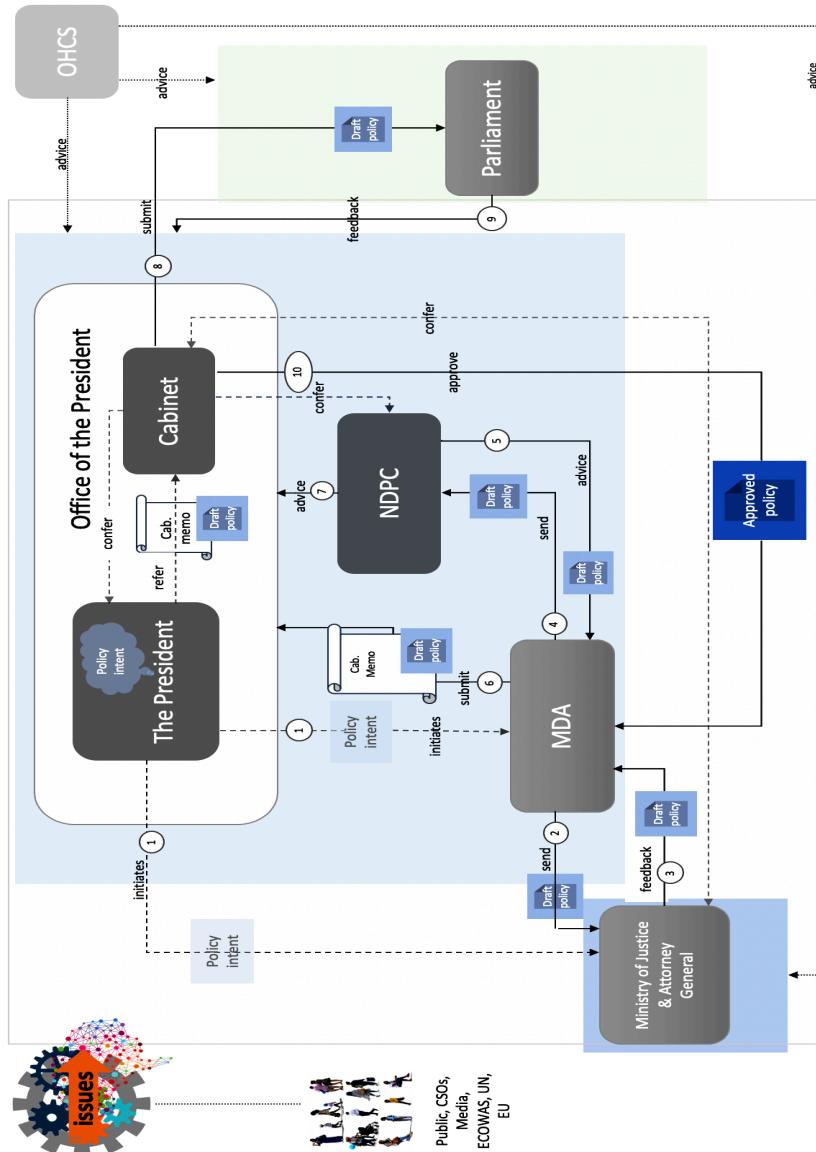
MDAs identify and research issues that require policy interventions and provide input for policy formulation. In addition, MDAs formulate and implement public policies, and monitor and evaluate them in line with national guidelines.

## **Understanding the Process of Public Policy Formulation involving Key Actors and Institutions**

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1. The process begins with the identification of an issue which requires a public policy response. The identification of policy issue paves the way for policy intent which could be expressed in the 1992 Constitution, the government's manifesto, the President's Coordinated Programme of Economic and Social Development Policies, the National Development Policy Framework or regional and global commitments. At this stage, public policy is initiated by either the President or the MDA.
2. Following the initiation of the policy by the President or the MDA, processes to develop the policy intent into a draft public policy then begins. Usually, a policy formulation team or committee will be constituted to draft the public policy document.

*Figure 1: Key Actors and Institutions in the Process of Public Policy Formulation*





3. The draft public policy document is then sent to the Office of the Attorney-General and Ministry of Justice for advice on the legal implications of the policy.
4. Upon receipt of the draft public policy document from the relevant MDA, the Office of the Attorney-General checks for the policy's consistency with national and international laws and advises the MDA accordingly. The Attorney-General considers the MDA's draft policy to ensure it is in line with national and international laws or any other related law(s). The MDA subsequently sends the approved draft policy to NDPC for review and technical clearance. (NB: *a.* The Attorney-General may also notify Cabinet of any public policy under development that does not comply with existing legislation and propose remedial actions. *b.* Forwarding of the draft policy to NDPC and the Office of the Attorney-General for review and advice can take place concurrently.)
5. NDPC provides technical clearance of the draft policy by checking for consistency with national development objectives; sector policies; National Public Policy Guidelines; and national, regional and global development frameworks such as the SDGs, Agenda 2030 and AU Agenda 2063. Based on these checks, the Commission then advises the relevant MDA.
6. Advice from NDPC is then considered by the MDA in a further review stage. The draft policy is then submitted to Cabinet with an accompanying Cabinet Memorandum for consideration and approval. Submission of the draft policy to Cabinet is done through the Office of the President.

7. During the process of considering the draft policy for approval, Cabinet will confer with NDPC and the Office of the Attorney-General for further advice to ensure the policy satisfies relevant legal frameworks and national development objectives.
8. The policy is then submitted to Parliament for scrutiny if there have been statements on the floor of the House with potential impact on the policy.
9. Where the policy does not require parliamentary scrutiny, Cabinet approves the Cabinet Memorandum that accompanied the draft Policy after ensuring that the policy:
  - meets the relevant legal frameworks and national development objectives; and
  - Addresses related policy issues identified.Cabinet also has to be satisfied that the draft policy has gone through all recommended necessary public policy formulation processes, among other considerations, before approving the policy for implementation.
10. The approved policy is then sent to the policy initiator(s) for implementation.

Although not explicitly mentioned in the process, early engagement with key stakeholders is essential as this will help shape the policy and ensure buy-in. Furthermore, policy initiators (e.g. MDAs) need to be aware that some policy issues may require input from and collaboration with other MDAs and or MMDAs. After the policy document has been prepared there needs to be a separate plan detailing how the policy will be implemented, monitored and evaluated.



# CHAPTER FOUR

## PUBLIC POLICY FORMULATION PROCESS

### Introduction

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This chapter highlights the sequence of activities required to be carried out in the policy formulation process. It focuses on the steps that public sector agencies should follow in preparing and seeking approval of a policy document.

### Steps in the Preparation of a Public Policy

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#### Step 1: Constitute Policy Formulation Team

It is important for all public sector institutions to ensure that a team is constituted for policy formulation. The team is expected to facilitate the policy formulation process. The Policy, Planning, Monitoring and Evaluation Division (PPMED), acting as the secretariat, should be the convener and select the relevant departments to constitute the policy formulation team. The membership of the policy formulation team should **include** the following;

1. The Minister of the public sector agency or Head of the organisation;
2. Chief Director;
3. Head of the PPMED (or its equivalent) of the organisation;
4. Head of Finance;
5. Heads of departments and agencies (cost centres);
6. Heads of all projects within the MDA where relevant;

7. Head of Research, Statistics and Information Management (RSIM)
8. Officers in charge of policy and/or budget (where applicable);
9. Public Relations Officer.

Other officers responsible for cross-cutting issues such as gender, HIV, climate change, etc., where applicable, should be co-opted to support the team. The private sector, development partners, traditional authorities, civil society organisations, such as non-governmental and community-based organisations (NGOs and CBOs), faith-based organisations and academia are key stakeholders that should also be consulted in the policy formulation process.

The policy formulation team should be chaired by the Minister of the public sector agency or head of the organisation. The planning unit (PPME or its equivalent) of the agency should serve as the secretariat to the policy preparation team. In order to motivate the team, it is recommended that adequate logistics and resources are made available to enable the team perform its task effectively.

### ***The Role of the Policy Formulation Team***

In addition to other functions prescribed under Section 10 of the National Development Planning (System) Act, 1994 (Act 480) and the Civil Service Law (PNDC Law 327), the policy formulation team should facilitate the process of developing the policy. The policy formulation team should be guided by a detailed work plan and budget. Where there is a lack of expertise relating to the policy formulation exercise, public sector agencies may consult NDPC for advice and assistance.



### *The Role of the Lead Minister*

The Minister or the Head of Institution should:

- Assume full oversight responsibility for the preparation, implementation, monitoring and evaluation of the policy;
- Collaborate with other Ministers or heads of institutions where necessary;
- Assent to the draft policy for submission to NDPC for review.

### *The Role of the Chief Director/Head of Administration*

The Chief Director/Head of Administration is to:

- Chair the meetings of the policy formulation team;
- Ensure that the necessary logistics are provided on time;
- Ensure that members of the policy preparation teams participate fully in the preparation exercise;
- Support and motivate members of policy preparation teams to get the policy prepared on time;
- Ensure that the policy captures all relevant issues of the MDA initiating the formulation of the policy;
- Ensure that the policy is not in conflict with any existing government policy;
- Ensure that the requisite expertise is included in the policy formulation team.

**OUTPUT**

**POLICY FORMULATION TEAM**

## **Step 2: Identification and Analysis of Issue(s)**

All public sector agencies are required to identify the issue(s) necessitating the formulation of a policy in relation to their mandate. Issues may emanate from;

- Government agenda and priorities including sub-regional, regional and global conventions, treaties and protocols;
- Public concern and awareness of an issue;
- Constitutional obligation or recommendation;
- Laws;
- Social, political, cultural, environmental or economic changes;
- Physical or technological changes;
- Crises and emergencies;
- Political party manifestos;
- National long-term development agenda;
- Speeches and pronouncements of leaders e.g. President, Ministers, Chief Executives, State of the Nation Address;
- Annual Budget

In the analysis of the issue(s), the following criteria must be met:

- Collection of adequate and relevant quantitative and qualitative data on the issue;
- Analysis of the data to understand the situation;
- Conducting a strategic environmental assessment;
- Literature review on the issue: research the outcomes of the issue in other jurisdictions and find out how it was addressed;



- Consulting stakeholders to validate and confirm the issue(s);
- Prioritising identified issues.

**OUTPUT**

**ANALYSED ISSUES**

### Step 3: Formulation of policy options and recommendation

Public sector institutions should identify and formulate policy options to address the issue(s). They should formulate these options giving consideration to their economic, socio-cultural, gender, environmental and other impacts, and make recommendations for the optimal policy option (see *Table 1*). For each of the policy options, the objective should be identified. The analysis of the identified policy options should include the following;

- Research what others have done (good practice);
- Estimate resource requirements for implementation (e.g. financial, human and technology);
- Undertake quantitative and qualitative analysis of the options;
- Conduct risk analysis of the options;
- Develop measures to assess performance of proposed option;
- Describe the impact of each option;
- Subject the policy options to a Strategic Environmental Assessment (SEA).

The policy formulation team should have enough technical and evidence-based justification to support the recommended option(s)

*Table 1: An example of a matrix assessment for a policy option*

Policy Options	Critical Issues						Conclusion and recommendation
	Resource requirement	Environmental Impact	Economic Impact	Socio-cultural Impact	Gender Impact	Poverty reduction	
Option 1	M	M	H	L	H	H	
Option 2	L	L	M	M	L	L	
Option 3	M	M	M	M	H	H	

*The critical issues can be weighed by impact, where:*

**H**=High positive impact;

**M**=Medium positive impact;

**L**=Low positive impact.

In drawing conclusions and making recommendations, the cumulative impact of the options should be considered. As a minimum, the assessment should cover the following criteria – Environmental Impact, Economic Impact, Socio-Cultural Impact, Gender Impact and Poverty Reduction.

**OUTPUT**

**POLICY OPTIONS  
RECOMMENDED OPTION(S)**



## Step 4: Stakeholder consultations on policy options

Public sector institutions should consult with stakeholders on the various policy options and build consensus on the recommended policy option. It is expected that stakeholder analysis would have been done prior to the consultations. The content of the consultations should include the following:

- Data collection, analysis and validation;
- Discussion of policy options; and
- Validation of the recommended policy option.

At stakeholder consultations on policy options, it is important to encourage forward and retrospective thinking and to anticipate actions and reactions. Managing stakeholder expectations (including divergent views) is key in this step. Policy validation requires the cooperation of individuals and groups. In the process, stakeholders should be informed about their expected roles during the formulation, implementation, monitoring and evaluation of the policy or policies. This is to ensure that stakeholders are involved and are aware of the recommended policy and accept its implementation. It is also to gain ownership and support of stakeholders. The validation can be in the form of a workshop, a teleconference, or a forum with all relevant stakeholders.

**OUTPUT**

**REPORT ON STAKEHOLDER CONSULTATIONS**

## **Step 5: Development of Vision, Goals, Objectives and Strategies for the recommended policy option**

Every policy must have a vision, goal, objectives and strategies to achieve the intended results. The vision must express optimism and hope for the future. It should provide a mental picture of what the policy is expected to achieve in the short, medium or long term. The policy goal must be clear, credible and reflect the vision of citizens and policy makers. Policy objectives must be Specific, Measurable, Attainable, Realistic and Time bound (SMART). Strategies, on the other hand, must provide the road map for how the policy is going to be implemented, presenting in detail the steps to be taken to achieve the policy objectives.

**OUTPUT**

**VISION, GOALS, OBJECTIVES AND STRATEGIES  
FOR THE RECOMMENDED POLICY OPTION**

## **Step 6: Resource Mobilisation**

The Policy Formulation Team must map out a strategy to mobilise resources both internally and externally, and it must clearly indicate funding for preparing and implementing the policy document. Capacity for policy formulation needs to be examined and where necessary, capacity building should be pursued.

**OUTPUT**

**RESOURCE MOBILISATION STRATEGY**



## Step 7: Policy Implementation Arrangement

Public policy implementation refers to a set of organised activities undertaken by public institutions to address a policy issue. Successful implementation of the recommended policy option may require multi-sectoral action involving multiple stakeholders. Policy implementation is critical to the achievement of policy goals and objectives. As part of policy implementation, an action plan should be developed that clearly indicates the indicators and targets to be achieved with measurable programmes, projects and activities within a stipulated timeframe. This should feed into the development plan of the sector/MDA.

**OUTPUT**

**POLICY IMPLEMENTATION ARRANGEMENT DOCUMENTED**

## Step 8: Policy Monitoring and Evaluation Arrangements

Effective monitoring and evaluation (M&E) is a key component of public policy making. M&E helps confirm or question the relevance, efficiency and effectiveness of the policy. Such feedback is essential for adjusting ongoing policies when necessary. Implementation of policy objectives and strategies should be monitored through sector and district medium-term plans and presented in progress reports. The M&E section of the medium-term plan must have specific indicators to assess policy implementation performance.

**OUTPUT**

**POLICY M&E ARRANGEMENTS OUTLINED**

## **Step 9: Communications Strategy**

Communications play a very important role in disseminating information to an identifiable group and/or a target audience. Effectiveness depends largely on systematic approaches adopted to design and implement activities to achieve set objectives, as well as promote the general buy-in by stakeholders. Communications foster meaningful dialogue among different sectors of society and nurture a shared vision for a country's future.

A communications strategy guides an entire programme and sets the tone and direction for all communications activities and materials to work in harmony to achieve desired results in line with set goals and objectives. The strategy should explore communications approaches including Information, Education and Communication (I.E.C.), Behavioural Change Communication (BCC) or Social Mobilisation, Advocacy and Communication for achieving the policy objectives.

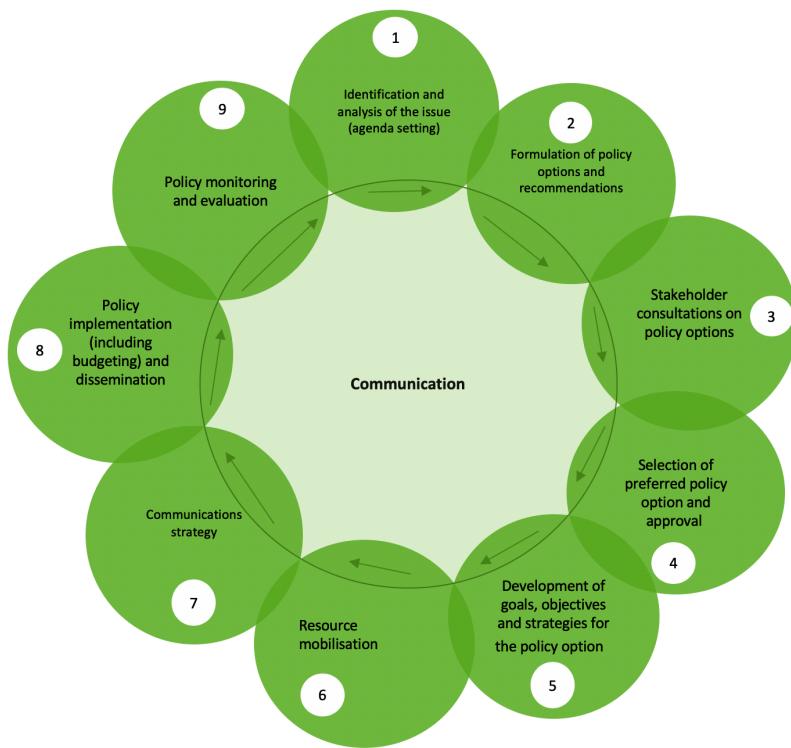
The policy formulation team should therefore develop a communications strategy specifying how information will be communicated to their stakeholders throughout the policy formulation and implementation process. Although a communications strategy is the output of this step, communication takes place throughout the policy formulation process. (Refer to Appendix C for a sample guide to developing a communications strategy).

**OUTPUT**

**COMMUNICATION STRATEGY**



Figure 2: Public Policy Formulation Process



## Steps in the Policy Approval Process

This section discusses NDPC's review of final draft policy documents formulated by MDAs and the process of consideration and approval of the policy by Cabinet.

### Step 1: Submission of policy document for review

Once a policy document has been formulated through the required process, it should be submitted, under the signature of the responsible Minister, to the Director-General of NDPC for review within a maximum of 21 working days.

## **Step 2: Policy review by NDPC**

Acting as the technical clearing house of all public policies formulated, NDPC ensures that the draft policy document submitted is referred to the appropriate committee of the Commission, which will convene policy review meeting(s) with relevant stakeholders including the lead public sector agency responsible for implementation of the policy. The review is done taking into consideration:

- National development objectives;
- Relevant policy recommendations from the Annual Progress Report (APR); and
- Ensuring it is compliant with the National Public Policy Formulation Guidelines

**OUTPUT**

**REVIEWED DRAFT POLICY WITH COMMENTS OR ADVISORY NOTES**

## **Step 3: Policy consideration and approval by Cabinet**

Comments generated from the review exercise should be forwarded to the sector agency concerned for revision of the document before submission to Cabinet for consideration and approval. The submission of the revised policy document should be accompanied with a Cabinet Memorandum as prescribed by the Cabinet Memorandum Manual (see Appendix A). It is recommended that NDPC be notified of the submission and approval of the policy document to enable it to update its Policy and Legislative Almanac.

**OUTPUT**

**APPROVED POLICY DOCUMENT**



# CHAPTER FIVE

## FORMAT AND CONTENT FOR DRAFTING PUBLIC POLICIES

### Introduction

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This chapter provides guidance on drafting public policy documents in terms of format and content. Additionally, Appendix C provides a reference guide for editorial notes in drafting a policy.

### Format

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#### Cover Page

The cover page should have the following:

- Ghana Coat of Arms
- Institutional logo
- Name of Institution
- Document Title
- Effective Date: MM/YYYY (when the Minister signs)
- Revised Date: MM/YYYY

#### Table of Content

The table of contents (ToC) outlines the section headings in the policy document. This should include:

- Acknowledgements
- Foreword/Preface
- List of Tables and Figures
- Acronyms

- Executive Summary
- Glossary
- An Introductory Chapter - **Chapter One**
- A Chapter on the Policy Context - **Chapter Two**
- A Policy Framework (Theme) Chapter - **Chapter Three**
- A Chapter on the Strategies to Achieve the Key Objectives - **Chapter Four**
- An Implementation Framework/Plan - **Chapter Five**
- A Chapter on Monitoring and Evaluation Arrangements - **Chapter Six**
- A Chapter on Communication Strategy for the Policy - **Chapter Seven**

## **Standard Information Requirements for the Chapters**

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### ***Chapter One - Introduction***

Chapter One must be drafted as an introductory chapter. This chapter must include **background** information and a **situational analysis**. It must also include sub-sections that discuss the **scope, process of preparing the policy document, its contents and structure**.

#### **1.1 Background**

The background information must provide stakeholders with clear insights into the situation that necessitated the formulation of the policy. It should also include the rationale of the policy and must contain a clear explanation of the reason(s) why the policy is required and



the issue(s) the policy seeks to address. The background must also discuss an identification and analysis of the issue(s). Providing details of the specific issue(s) which the policy seeks to address while outlining their nature, extent and their underlying causal factors is also necessary in this sub-section. Additionally, where possible, relevant data and projections should be included and used to support the case for a new policy in this sub-section.

Following the background information, there should be a situational analysis that includes a thorough examination of internal and external factors affecting the sector. For a better understanding of the factors that will influence the policy, the examination should also be based on a SWOT analysis.

### **1.2 Scope of Policy**

This should be a clear statement about who the policy applies to (or those whose actions the policy is designed to affect) and what the policy will cover should be stated.

### **1.3 Process of Preparing the Policy**

A description of the major processes undertaken in the preparation of the policy must be provided. It must highlight information on consultations and meetings held to arrive at the policy.

### **1.4 Content and Structure**

This sub-section lists the chapters and the structure of the information provided in the policy document.

## **Chapter Two - The Policy Context**

Chapter Two should document the context of the policy. It should discuss the legal basis on which the policy is developed as well as any overarching national, regional and global frameworks that affect the policy. This section should make it a point to mention relevant information from treaties and conventions which Ghana has ratified, which impact the policy.

## **Chapter Three - The Policy Framework (Theme)**

Chapter Three must reflect the framework or theme of the policy. This Chapter must outline the goal that the policy seeks to achieve and provide specific step-by-step directions (policy objectives – overall and specific) for achieving the goal. A clear policy statement based on defined core values and guiding principles must also be made.

Sub-sections in Chapter Three should therefore include: **Vision, Goal, Key Objectives, Core Values and Guiding Principles.**

### **3.1 Vision**

The Vision should provide a mental picture of what the policy is intended to achieve in the future (mid to long term).

### **3.2 Goal**

The Goal should be couched as a statement broadly written to provide a guide to action and it should be derived from the issues discussed during the agenda setting. The Goal must be defined by interests expressed during the agenda setting as well as by public opinion, and it should be directive in nature and measurable. It should work up to achieving the vision.



### 3.3 Key Objectives

The Key Objectives should describe the specific mechanisms which help to deliver the overall policy objective and they must be aligned with specific measures to be taken and indicators that show how the objective can be assessed.

### 3.4 Core Values and Guiding Principles

Core values and guiding principles should be discussed. These must emphasise best practices and they must be well written, such that anyone who reads them will be able to work with them. Examples are: commitment to inclusiveness; openness; and fairness.

## ***Chapter Four - Strategies to Achieve the Key Objectives***

This section should document all the strategies through which the key policy objectives will be achieved. In this chapter, each objective of the policy should be specified, and proposed strategy discussed for each of the objectives.

## ***Chapter Five - Implementation Framework/Plan***

The implementation stage of a policy is as crucial as the formative stage since it affects the policy outcomes. It is necessary to put in the right measures to achieve the best results. The implementation plan must consider the following:

- Clear direction of how the policy should be implemented;
- Step-by-step actions to be taken during the implementation;
- Assigning responsibility to each department or individual involved.

The chapter must include sub-sections on institutional arrangements for implementation, and how resources will be mobilised to implement the policy. It is important to note also that the policy formulation team must develop an action plan to operationalise the policy. It must have measurable programmes, projects and activities and must be derived from the MDA Programme of Action (PoA).

## **5.1 Institutional Arrangements for Implementation**

Institutional arrangements for implementation must specify the key agencies, with their clearly defined roles and responsibilities for implementing the policy. This is to avoid ambiguities and duplication of roles and responsibilities.

## **5.2 Resource Mobilisation**

Mobilising resources needed for policy formulation and implementation is crucial and must be discussed in this chapter. These resources include financial and human resources as well as materials/logistics. It is the responsibility of the public sector organisation developing the policy document to ensure it has determined and factored in all costs that will be incurred at each stage of the policy formulation cycle (including policy implementation cost). Information on mobilising resources should be derived from a resource mobilisation strategy which provides options that look at available avenues for financing the policy. The resource mobilisation strategy should have good mapping that considers financing options and the sustainability of the policy beyond the initial implementation stage. Financing options can include:

- GoG budgetary support
- Development partner(s) support



- Corporate bodies
- Public-private partnerships (PPP)

## ***Chapter Six - Monitoring and Evaluation Arrangements***

This Chapter should include a write-up on how monitoring and evaluation activities will be undertaken during and after the implementation of policy programmes, projects and activities. As indicated under Step 8, implementation of policy objectives and strategies should be monitored through sector and district medium-term plans and presented in quarterly and annual progress reports. There should also be a "Review of the Policy" sub-section to provide information on how and when the policy will be reviewed

### **6.1 Review of the Policy**

The essence of policy review is to ensure that the intended objectives of the policy are being met within the stipulated time frame. It is also to assist in determining the continuous relevance of the policy in the light of emerging issues. Reviews help in addressing any lapses or gaps during implementation. This may be done periodically or within a certain reasonable time-period that takes into consideration, the nature, scope and time frame of the policy. The Guidelines for the preparation of medium-term development plans issued by NDPC offer useful guidance on how and when to conduct monitoring and evaluation on plans.

## ***Chapter Seven - Communications Strategy***

The chapter should focus on developing a strategy to communicate effectively the overall policy goal and objectives

to all stakeholders involved. It should include:

- I. A statement on how the new policy, and an annual progress report on the implementation of the policy, will be disseminated;
- II. Creation of awareness of the expected roles of stakeholders in the implementation of the policy; and
- III. Promotion of dialogue and generation of feedback on the performance of programmes under the policy.

Consideration should also be given to the following:

- **Target Audience** - Define who the target audience is, what gets their attention, what their needs are;
- **Skills and Resource** - Does the relevant MDA have the appropriate skills set as well as the capacity to communicate effectively?
- **Message** - Is the message clearly stated, does every member of the communications team understand the message and is the message clearly understood by the audience?
- **Monitoring** - Collect data to assess whether the message has reached the targeted audience effectively.



## APPENDICES

### Appendix A- Highlight of Cabinet Memorandum Manual for Approval of Policy

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Public sector agencies should follow the steps outlined below in the Cabinet Memorandum Manual in getting a public policy approved. These include the following;

- The Ministry responsible for the draft policy document should prepare a Cabinet Memorandum on the policy
- The Cabinet Memorandum should be forwarded to the appropriate Chief Directors' Committee for inter-ministerial review to ensure appropriate trade-offs and eventual synergy.
- Following the review by Chief Directors, the responsible Ministry forwards the signed Cabinet Memorandum to the Cabinet Secretariat.
- The Cabinet Secretariat reviews the Cabinet Memorandum reflecting the policy to ensure that;
  - ◆ Proper analysis of the content has been done and best option proposals have been made;
  - ◆ The preparation process has been consultative and inclusive (linkages with other sectors);
  - ◆ The document has been properly formatted as required.
- The Secretary to Cabinet discusses the policy proposal with the President at the agenda review meeting.
- The Secretary to the Cabinet may refer a Cabinet Memorandum under reference back to the Ministry responsible for re-submission if:
  - ◆ It fails to meet the requirements;
  - ◆ Information provided is inadequate; or

- ◆ It lacks clear political direction
- Where a Cabinet Memorandum reflecting the policy needed further studies and analysis, the Cabinet may refer it to a Cabinet Committee for consideration and re-submit it for Cabinet decision.
- If Cabinet Memorandum reflecting the policy is approved, the decision is communicated to the relevant Ministry for implementation





## Appendix B - Editorial Notes

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In drafting a policy the following must be applied;

### **Structure**

It is recommended that the structure of the policy to be drafted should be in line with the structure prescribed in these guidelines. The content of the policy must be concise, unambiguous, logical and coherent. In addition, the structure of the policy must maintain internal consistency with regard to sub-headings/sections or topics within the text .

### **Font**

The format for national policies should be the same and drafted in the same style, font and point size. It is suggested that all national policies should be drafted in Times New Roman, with point size 12 and 1.5 line spacing.

### **Language**

- a. Policies should be drafted in English and where necessary, translated into local languages if sections of the target group may not be proficient in the use of the English language. The language used in formulating the policy must be clearly understood by the intended/target audience. A policy that is easy to understand will minimise conflicts and help ease implementation bottlenecks
- b. In a policy, content and language should be used in ways that promote effective communication. This can be achieved by using clear, concise text, by ensuring that internal consistency regarding the use of language is achieved and by avoiding ambiguity in the policy.
- c. In drafting the policy, it must be made clear whether any matter or action prescribed in the policy is mandatory or discretionary by using the words "must" or "may". Gender-neutral language

should be used, for example: "chairperson" rather than "chairman".

### **Tenses**

Policies should be written in the present active tense. For example: "the ministry believes" or "the ministry therefore does this". The active instead of the passive voice should be used. E.g.: "Expand opportunities for accelerated job creation" instead of "Accelerated job creation should be expanded."

### **Layout**

The presentation and layout should be used to promote effective communication. Presentation techniques such as the use of headings, tables, page headers, typefaces should be used appropriately to enhance readability. Provisions in a policy should be listed numerically. Figures should be used in the numbering of divisions and sub-divisions and the following sequence is recommended:

- Roman numerals - I, II, III, IV, V, etc.
- Letters - A, B, C, D, E, etc.
- Arabic 1,2,3,4,5, etc.

Letters may be added to figures if a revised policy inserts a new paragraph between existing paragraphs that use figures, e.g. between paragraph 19 and paragraph 20, the paragraph inserted will be paragraph 19(a).



## Appendix C - Sample Guide to developing a communications strategy/plan

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A communications strategy/plan aims to inform, educate and generate feedback from stakeholders on the policies, programmes, projects and M&E results (quarterly and annual progress reports, evaluation reports) of MDAs. The communications strategy is also meant to create awareness of the expected roles of stakeholders in the implementation of programmes and sub-programmes; promote dialogue; and manage expectations of the public on the deliverables of MDAs.

Public Relations Officers and Information Officers at the respective sector ministries, departments and agencies should be involved in the planning and execution of the communications strategy as it fits in with their roles and responsibilities. Their expertise will be brought to bear to ensure successful implementation of the strategy.

### Steps in Developing a Communications Strategy/Plan

The following are the key steps to be undertaken in preparing a communications strategy/plan;

#### **Step 1: Conduct a Needs Assessment/Review of the Problem to be Addressed**

The MDA should conduct a needs assessment to establish the difference between current achievements and desired accomplishments. This will help them to clearly define their strengths, weaknesses, opportunities and threats to embark on an effective communications strategy/plan.

#### **Step 2: State the Goals and Objectives**

In developing a communications strategy, it is essential for the MDA to establish the goal and set objectives. The goal should be broad and discuss general intentions while the objectives

should be clear, specific, measurable and realistic within a given time frame. This goal should be in line with the overall policy objective of the MDA.

### **Step 3: Identify and Analyse the Target Audience/Stakeholders**

There is a need to identify and analyse the target audience based on pre-defined criteria. The better defined your target audience is, the more precise and effective your communication will be. Broad descriptions such as the “general public” are less likely to lead to a successful communications campaign. The following should help you define your target audience:

- Who will best help you achieve your goals?
- What demographic groups are you trying to reach?
- What are the best ways to reach them?

### **Step 4: Develop a Communications Work Plan**

It is important for the MDA to develop a communications work plan to implement all the activities to be carried out. The work plan should outline the timelines on what needs to be done and when it has to be done.

### **Step 5: Identify the Communication Methods and Channels**

This indicates the communication channels and media through which messages will be sent. The choice usually depends on what you want to achieve, the level and type of message you want to communicate, and the profile of your audience.

### **Step 6: Prepare Communication Message**

The message should be clearly stated. This should be crafted with the target audience and its behaviour in mind.



### **Step 7: Prepare a Budget**

An indicative budget to carry out the communications strategy should be prepared. This should be based on the volume of activities and the media required to carry the messages in the strategy:

### **Step 8: Disseminate the Message**

In order to successfully and effectively reach the target audience it is advisable to use several communication channels.

### **Step 9: Develop Feedback Mechanism**

The feedback mechanism system should be anchored on a Management Information System (MIS) of the MDA to ensure that the needed response and follow through on corrective actions are carried out to feed into policy and planning.

### **Step 10: Evaluate the Feedback**

Evaluation of the entire communications strategy of the MDA should be conducted to assess the impact on the target audience. This will help in determining whether to continue as planned or make changes to the communications strategy. The evaluation process will reveal the success or otherwise of the strategy. This will help inform future communications strategies for similar projects.

## **Appendix D - Other Types of Public Policy**

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**Administrative policy:** A set or system of policies that govern the procedures for managing an organisation.

**Constituent Policy:** Relates to policies that deal with laws and legal requirements of a given organisation. Within government, a constituent policy, for instance, may require the structural establishment of a department or unit. An example of constituent policy in Ghana is the establishment of the Girl Education Unit (GEU) under the Ministry of Education in order to concentrate on girl child education and the issues associated with it.

**Current policies:** A set of policies that amend current issues which are already in the public domain

**Future policies:** Statement of intent that looks at issues yet to be brought into the public domain.

**Reactive policy:** Refers to policies formulated and developed in response to a concern, problem, or emergency situation. An example is a policy formulated on sanitation after a cholera outbreak.

**Regulatory policy:** These are mandatory policies that compel certain forms of behaviour. They are usually in the form of clearly spelt out rules applied to foster good behaviour and discourage bad behaviour. An example is Ghana's Driver and Vehicle Licensing Authority regulations which define specific speed limits on specific kinds of roads.

**Proactive policy :** These are based on deliberate choices to achieve a certain result in order to prevent certain undesired outcomes. An example is a policy on youth skills training intended to give employable vocational skills to unemployed youth in order to prevent them from resorting to socially deviant behaviour.

## Appendix E - Policy Implementation Matrix

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Policy Focus	Objectives	Strategies	Implementing / Collaborating Agencies	Timeframe	Budget	Budget Source



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## NATIONAL PUBLIC POLICY FORMULATION GUIDELINES

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# GHANA

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