

**IN THE FIRST SESSION OF THE EIGHTH
PARLIAMENT OF THE FOURTH REPUBLIC OF GHANA**



REPORT OF THE COMMITTEE ON HEALTH

ON THE

**2021 ANNUAL BUDGET ESTIMATES OF THE
MINISTRY OF HEALTH**

MARCH, 2021

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**REPORT OF THE COMMITTEE ON HEALTH ON THE 2021 ANNUAL BUDGET
ESTIMATES OF THE MINISTRY OF HEALTH**

1.0 INTRODUCTION

- 1.1 On Friday, 12th March, 2021, the Hon. Minister for Parliamentary Affairs, Majority Leader and Leader of Government Business, Mr. Osei Kyei-Mensah-Bonsu, presented the **Budget Statement and Economic Policy of the Government of Ghana for the 2021 Financial Year** to Parliament, in accordance with Article 179 of the Constitution.
- 1.2 Pursuant to Article 103 of the Constitution and Standing Orders 140 and 178 of the House, Mr. Speaker referred the Annual Budget Estimates of the Ministry of Health for the 2021 Financial Year to the Committee on Health for consideration and report.
- 1.3 In pursuance of the Referral, the Honourable Minister for Health, Mr. Kwaku Agyeman-Manu, the Chief Director of the Ministry of Health, Mr. Kwabena Boadu Oku-Afari and other Officials of the Ministry of Health were invited to come and assist the Committee.

2.0 REFERENCE DOCUMENTS

- 2.1 During the deliberations of the Committee, the following were referred to:
- a) The 1992 Constitution of the Republic of Ghana
 - b) The Standing Orders of Parliament
 - c) The Budget Statement and Economic Policy of the Government of Ghana for the 2020 Financial Year
 - d) The Budget Statement and Economic Policy of the Government of Ghana for the 2021 Financial Year
 - e) The Annual Budget Estimates of the Ministry of Health for the 2020 Financial Year

- f) Report of the Committee on Health of the Seventh Parliament on the 2020 Annual Budget Estimates of the Ministry of Health

3.0 MISSION OF THE MINISTRY

- 3.1 The Mission of the Ministry is “to continue to socio-economic development by promoting health and vitality through access to quality health for all people living in Ghana using well-motivated personnel” (Ministry of Health).

4.0 AGENCIES OF THE MINISTRY

4.1 Main Ministry

- a. Headquarters
- b. Ghana Health Service (Health Facilities other than teaching hospitals)
- c. Biomedical Engineering Unit

4.2 Teaching Hospitals

- a. Korle-Bu Teaching Hospital-Main
 - i. *Blood Bank*
 - ii. *Ghana Radiotherapy*
 - iii. *National Cardiothoracic Centre*
- b. Komfo Anokye Teaching Hospital
- c. Cape Coast Teaching Hospital
- d. Tamale Teaching Hospital
- e. Ho Teaching Hospital

4.3 Regulatory Bodies

- a. Food and Drugs Authority
- b. Medical and Dental Council
- c. Pharmacy Council
- d. Nursing and Midwifery Council for Ghana

- e. Allied Health Professionals Council
- f. Traditional Medicine Practice Council
- g. Health Facilities Regulatory Agency
- h. Ghana Psychology Council

4.4 Subvented Agencies

- a. Centre for Scientific Research into Plant Medicine
- b. Ghana College of Pharmacists
- c. Ghana College of Physicians and Surgeons
- d. Ghana Institute of Clinical Genetics
- e. College of Nurses and Midwives
- f. National Ambulance Service
- g. St. Johns Ambulance

4.5 Psychiatric Hospitals

- a. Pantang Hospital
- b. Accra Psychiatric Hospital
- c. Ankaful Hospital

4.6 Other Establishments under the Ministry

- a. Health Training Institutions
- b. Christian Health Association of Ghana (CHAG)

5.0 CORE FUNCTIONS OF THE MINISTRY

5.1 The Ministry is mandated to:

- i. **“Formulate, coordinate and monitor the implementation of sector policies and programmes.**
- ii. **Provide public health and clinical services at primary, secondary and tertiary levels.**

- iii. Regulate registration and accreditation of health service delivery facilities as well as the training and practice of various health professions regarding standards and professional conduct.
- iv. Regulate the manufacture, implementation, exportation, distribution, use and advertisement of all food, medicines, cosmetics, medical devices and house hold chemical substances as well as the marketing and utilisation of traditional medicinal products in the Country.
- v. Conduct and promote scientific research into plant/herbal medicine.
- vi. Provide pre-hospital care during accidents, emergencies and disasters”. (Medium Term Expenditure Framework (MTEF) for 2021-2024)

6.0 OVERALL GOAL OF THE HEALTH SECTOR

- 6.1 “To have a healthy and productive population that reproduces itself safely” (Medium Term Expenditure Framework (MTEF) for 2021-2024).

7.0 PERFORMANCE FOR 2020

Management and Administration Programme

- 7.1 As part of its efforts to improve health waste management in 2020, the Ministry of Health in collaboration with the Ministry of Environment developed and launched the Health Waste Management Policy. The Ministry also completed and launched the Universal Health Coverage (UHC) Road Map as well as the National Health Policy to support healthcare delivery in Ghana.
- 7.2 The Ministry of Health continues to make progress in the area of the National Health Insurance Scheme membership coverage due to the introduction of the mobile renewal

platform system, previously. The Ministry through the National Health Insurance Authority (NHIA) was able to increase the membership strength of the National Health Insurance Scheme (NHIS) to about 13.6%, from 12.29 million number of subscribers in 2019 to 13.96 million in 2020. The Authority also piloted family planning in selected districts for possible inclusion into the NHIS benefit package. The benefit package of NHIS has been expanded to include Herceptin for the treatment of breast cancer.

- 7.3 The Ministry of Health through the support of government, made significant efforts to help curb the upsurge of the Corona Virus Pandemic or COVID-19 in the Country. Government supported the Ministry of Health by enacting the Imposition of Restrictions Act, 2020 (Act 1012) and the Executive Instrument (E.I.) 164 to make adherence to the COVID-19 protocols including the wearing of nose marks, compulsory. Coronas Virus Disease Strategic Plan and Guidelines for case management, treatment and laboratory testing for such infectious ailments was also developed. The Ministry in collaboration with other Ministries, also developed the National Strategic COVID-19 Response Plan (2020-2024) which has even been revised. The Ministry further composed a multi-sectoral committee to see to the procurement and distribution of COVID-19 commodities including Personal Protective Equipment (PPEs) to all private and public health facilities and institutions across the Country. Bi-weekly press briefings were also held to inform the general public about the disease and response activities undertaken to deal with the Pandemic. To reassure health workers, an insurance scheme and tax waivers were also instituted for frontline health workers in the Country.

Health Service Delivery Programme

- 7.4 The Ministry, in pursuance of the Government's commitment towards the Agenda 111 (a major infrastructure drive in the health sector), have identified some sites and the

process of procurement and engagement of consultants has begun. The Agenda 111 is for the purpose of ensuring the availability of health facilities in deprived communities

- 7.5 During the onset of Pandemic, the Noguchi Memorial Institute of Medical Research was the only lab providing COVID-19 testing services. In its efforts to increase testing facilities across the Country, the Ministry supported other testing sites: Kumasi Centre for Collaborative Research, National Public Health Reference Laboratory, Veterinary Services Department Laboratory Services, the University of Health and Allied Sciences, the Council for Scientific and Industrial Research and some private sector operators.

Human Resource for Health Development and Management

- 7.6 The Ministry is currently exploring international collaboration and partnership for human resource for the Health Sector just as it facilitated the recruitment and exportation of ninety-five (95) Ghanaian Nurses to Barbados in 2020.
- 7.7 In operationalizing His Excellency, the President's commitment made on insurance package for health workers who would contract COVID-19, the Ministry and its Agencies put in place systems to roll out the scheme. The insurance cover currently targets ten thousand (10,000) health workers beginning from 30th March, 2020 to 30th March, 2021. By the end of December 2020, fifty-one health workers who contracted the virus in the course of their duty had been paid.
- 7.8 As a motivation, the President also announced 50% increase in the basic salary of frontline health workers as incentive package during the beginning of the pandemic. By December 2020, forty-five thousand, one hundred and eighty-five (45,185) health workers from the various Agencies had been paid an amount of Fifty Million, Two Hundred and Twenty-One Thousand, Two Hundred and Ninety-Nine Ghana Cedis, Thirty-Eight Pesewas (GH¢50,221,299.38).

- 7.9 The Ministry, through the restoration of the Nursing Trainees Allowance by government, paid a total of One Hundred and Seventy-Three Million, Four Hundred Thousand Ghana Cedis (GH¢173,400,000.00) to forty-eight thousand, one hundred and sixty-seven (48,167) trainees in the 2019/2020 academic year.
- 7.10 The Ministry recognizes human resource as the backbone for national development and for this reason, finalized and launched the Health Policy and Strategy for Human Resource Development in order to attain the Sector's objective of ensuring affordable, equitable, easily accessible healthcare and ultimately, University Health Coverage.

Health Sector Regulation Programme

- 7.11 In 2020, the Legislative Instrument (L.I.) for the Health Professional Regulatory Bodies Act (Act 857) was submitted to Cabinet for approval. The Health Facilities Regulatory Agency (HEFRA) amidst the COVID-19, made the effort to carry out its mandate by embarking on a nationwide registration of all public and private health facilities
- 7.12 In ensuring the safety of Medical and Food Products, the Food and Drugs Authority (FDA), expedited the registration process of PPEs nationwide and increased surveillance on COVID-19 related products. The Authority also actively engaged with Universal Pass (UNIPASS) to resolve teething Integrated Customs Management System (ICUMS) implementation problems and worked with Customs to enforce inspection.
- 7.13 The Medical and Dental Council, as part of its mandate to prescribe and enforce professional standards and conduct for practitioners, made the effort to arrest two (2) quack doctors in Accra.

8.0 PRIORITY AREAS FOR 2021

8.1 Priority areas of the Ministry of Health for 2021 include the following:

Improving Health Infrastructure

- i. Implementation of Agenda 111
- ii. Accelerate the construction of Community Health Planning and Services (CHPS) Compounds and hospitals
- iii. Completion of some existing health infrastructure (hospitals and polyclinics)
- iv. Construction of oncology centres
- v. Establishment of a national database for medical equipment in addition to the reconstruction of the Central Medical Stores and the development and implementation of Hospital/Infrastructure Strategy

Funding and Financial Sustainability for the Sector

- i. Mobilising domestic resource for health care delivery
- ii. Advocating for increase in government budget to the health sector

Improve Human Resource Management

- i. Implementing the Human Resource Policy by developing a comprehensive human resource distribution plan.

Improve Health Service Delivery

- i. Continuing the implementation of the E-Health Programme and the policy on HIV Test, Treat and Track (90:90:90)

- ii. Reducing the threat of communicable and non-communicable diseases

Develop Policies

- i. Develop a Medical Tourism Policy and Health Sector Medium Term Plan

Implement the COVID-19 Strategic Plan

- ii. Procure and rollout COVID-19 Vaccines, strengthening COVID-19 testing capacity, continue education on the Pandemic, strengthen case management capacity and procure PPEs. An amount of 929,296,610 has been committed by government in the 2021 Budget Statement and Economic Policy of Ghana to carry out operational and procurement issues relating to COVID. This contained in Appendix 4A on page 226 of the Document.

9.0 ECONOMIC CLASSIFICATION OF 2020 ANNUAL BUDGET ESTIMATES AND ACTUAL RELEASES FOR 2020

Approved Budget Allocation for 2020

- 9.1 For the Financial Year 2020, the Ministry was allocated a total amount of **Six Billion, Five Hundred Eighty-Seven Million, Ninety-Two Thousand, Four Hundred and Seventy-Eight Ghana Cedis (GH¢6,587,092,478.00)**. Table 1 below has the details and that includes allocations to the expenditure items as percentages of the total amount approved in 2020.

Table 1: Economic Classification of 2020 Annual Budget Estimates

ITEM	GOG	IGF	ABFA	DONOR	Total	%
Employee Compensation	4,149,294,816.00	338,646,914.00	0.00	0.00	4,487,941,730.00	68.13
Goods and Services	36,346,443.00	1,406,103,826.00	0.00	0.00	1,442,450,269.00	21.90
Capex (Assets)	0.00	186,333,116.00	57,396,929.00	412,970,434.00	656,700,479.00	9.97
Total	4,185,641,259.00	1,931,083,856.00	57,396,929.00	412,970,434.00	6,587,092,478.00	100.00

Source: Budget Statement and Economic Policy of the Government of Ghana for the 2020 Financial Year

9.2 Due to COVID-19 and other issues, the Ministry's Budget for 2020 was reviewed/revised. Table 2 below has the details.

Table – 2

2020 Revised Budget				
Source of Funds	Compensation of Employees	Goods and Services	Capex	Total
GoG	4,500,718,354	815,557,309	554,603,071	5,870,878,734
IGF	338,646,914	1,406,103,826	186,333,116	1,931,083,856
Donor	-	-	992,970,000	992,970,000
ABFA	-	-	57,396,929	57,396,929
TOTAL	4,839,365,268	2,221,661,135	1,791,303,116	8,852,329,519

Source: Ministry of Health Budget Office

9.3 Actual fund releases to the Ministry as at December 2020 amounted to **Seven Billion, Three Hundred and Seventy-One Million, Ninety-Two Thousand, Four Hundred and Fifty-Four Ghana Cedis (GH¢7,371,092,454)**, 83.27% of the total revised Budget mentioned afore. The details are contained in Table 3 below.

Table – 3

Breakdown of Actual Payments per Revised Budget as at December, 2020				
Source of Funds	Compensation of Employees	Goods and Services	Capex	Total
GoG	4,914,718,560	343,484,067	147,748,327	5,405,950,954
IGF	201,867,618	826,110,503	35,929,045	1,063,907,166
Donor	-	627,320,879	232,303,455	859,624,334
ABFA	-	-	41,610,000	41,610,000
TOTAL	5,116,586,178	1,796,915,449	457,590,827	7,371,092,454

Source: Ministry of Health Budget Office

10.0 ECONOMIC CLASSIFICATION OF THE 2021 ANNUAL BUDGET ESTIMATES

Budget Allocation for 2021

10.1 For the implementation of its activities in 2021, the Ministry of Health has been allocated a total amount of **Eight Billion, Five Hundred Thirty-Three Million, Five Hundred and Ninety Thousand, Two Hundred and Twenty-Three Ghana Cedis (GH¢8,533,590,223.00)** (refer to the Table 3 below for details).

Table 3: Economic Classification of 2021 Annual Budget Estimates

ITEM	GOG	IGF	ABFA	DONOR	Total	%
Employee Compensation	5,245,369,972.00	265,563,790.00	0.00	0.00	5,510,933,762.00	64.58
Goods and Services	33,295,151.00	1,816,172,955.00	0.00	160,056,447.00	2,009,524,553.00	23.55
Capex (Assets)	13,075,000.00	246,400,367.00	32,425,000.00	721,231,541.00	1,013,131,908.00	11.87
Total	5,291,740,123.00	2,328,137,112.00	32,425,000.00	881,287,988.00	8,533,590,223.00	100.00

Source: Budget Statement and Economic Policy of the Government of Ghana for the 2021 Financial Year

11.0 OBSERVATIONS AND RECOMMENDATIONS

Corona Virus Disease or COVID-19

- 11.1 The Committee observed that the Country has made giant strides in curbing the upsurge of the Corona Virus Disease or COVID-19 in Ghana by the various measures put in place by Government through the Ministry of Health. Some of the measures include government's commitment to rewarding frontline health workers. The House may recall the 50% increment in basic salary and also the insurance package promised by government to be given to all frontline health workers. The management of the health facilities who were in attendance informed the Committee that payments have been made from March to July 2020 in respect of the salary increment. The Medium Term Expenditure Framework (MTEF) for 2021-2024 for the Ministry of Health however has it that, an amount of Fifty Million, Two Hundred and Twenty-One Thousand, Two Hundred and Ninety-Nine Ghana Cedis, Thirty-Eight Pesewas (GH¢50,221,299.38) had been paid as of December 2020. Regarding the insurance package, most of the heads of the facilities explained that even though some of their staff contracted the virus, none of them had received the package as at the time of the consideration of the Estimates. The reason given was that, some disparities and inconsistencies were found in the bank and other details provided by the health workers and needed to be corrected.
- 11.2 The Committee deemed it necessary and for that matter requested for situational update on COVID-19.

11.3 Information availed for the perusal of Honourable Members in that regard is contained in Table 4 as follows:

SITUATION UPDATE, COVID-19 OUTBREAK IN GHANA AS AT 21st MARCH 2021, 23:00 HRS

Table 4: Confirmed cases of COVID-19 and Treatment Outcomes, Ghana as at 21st March 2021.

Category	Number of cases	Recovered/ Discharged	Severe	Critical	Dead	Active
Routine Surveillance	31,275	85,417	33	13	737	2,641
Enhanced Contact Tracing	57,421					
International travelers (KIA)	1,303					
Total	89,999	86,621	33	13	737	2,641

Source: Ghana Health Service

Table 5: Positivity rate by Surveillance type for samples tested in Ghana Mar 2020- Mar 2021

Surveillance Type	Total no. Tested	Total no. positive	Positivity rate
Routine Surveillance	296,174	31,275	10.6
Enhanced Contact Tracing	485,655	57,421	11.8
International travellers (KIA)	197,647	1,303	0.7
Total	979,476	89,999	9.2

Source: Ghana Health Service

11.4 While the effort of the Ministry of Health in helping to curb the upsurge of the Corona Virus Pandemic is commendable, it should endeavour to ensure that health workers who contracted the virus receive their insurance package as announced.

11.5 Another concern raised by the Committee in respect of COVID-19 has to do with total expenditure made in curbing the spread of the Pandemic as at the time of considering the Budget Estimates. The Minister for Health informed the Committee that it would be extremely difficult for him to provide an answer in that respect since other Ministries and

their agencies helping in the fight against the Pandemic, also received monies from the Ministry of Finance in respect of COVID. He was therefore only able to mention an amount of \$100 million received by his Outfit of which \$99 million had been spent leaving only \$1 million. The Committee requested for details and the Minister further informed the Committee that there is also an amount of \$130 million available for spending in 2021 sourced from the Fast Track COVID Facility.

Human Resource for the Health Sector

11.6 Aside from expanding and upgrading our health facilities to improve access to quality healthcare, the Ministry has been recruiting more and more health workers, particularly nurses, to man our health facilities across the Country. As a result, the health Budget Allocation in respect of Compensation of Employees, has increased substantial within the last five years. As of December 2016, the staff strength of the Health Sector countrywide, totaled one hundred and three thousand, four hundred and forty (103,440), and the workforce received an amount of One Hundred and Fourteen Million, Three Hundred and Thirty-Seven Thousand, Forty-One Ghana Cedis, Forty-One Pesewas (GH¢114,337,041.41) as remuneration. However, the number now stands at fifty-one thousand, five hundred and twenty-seven (251,527) according to the Budget Statement and Economic Policy of Ghana for 2021 and an amount of Five Billion, Two Hundred and Seventy-Five Million, Three Hundred and Sixty-Nine Thousand, Nine Hundred and Seventy-Two Ghana Cedis (GH¢5,275,369,972.00) is allocated to be paid as Compensation of Employees in 2021.

The Capping Policy

11.7 Just like it happened in 2020, the Committee further observed that Capping has still not been scrapped entirely from the health sector going forward in 2021, despite the advocacy by the Health Committee of the Seventh Parliament since the policy was

introduce in 2017. The Committee noted that among the Regulatory Bodies in the Health Sector, the Food and Drugs Authority (FDA) is the worst hit due to the functions it performs, ensuring the safety of food and drugs among other functions. In 2018, there were nine (9) resignations and two (2) staff vacated their post. In 2019, six (6) staff of the Authority resigned and in 2020, eleven (11) resigned. Early 2021, three (3) staff had resigned already, a situation which keeps occurring every year because the Authority has not got the money to pay good salaries. There is even the fear that some staff of the Authority who go on inspections could be compromised because of the low salaries paid them. The Committee was informed that FDA had no legal officer at the time of the consideration of the Budget Estimates and the Authority has not been able to expand its frontiers to reach all Regions and Districts as expected, due to the problem of financial constraints. The Authority should have representatives or officers in the rural communities since people living in such places normally do not have knowledge about the safety of some of the drugs they buy. More surveillance is needed in such areas but the Authority is constrained financially.

- 11.8 The Committee recommends that the FDA be made to stand on its feet financially, especially because of the COVID, to enable it perform its mandate as expected and also attract the needed staff and also maintain them. The Authority must not be left to suffer unduly from financial distress to the point where it cannot attract the requisite staff. It's high time the Ministry of Finance reconsidered its decision of Capping agencies in the Health Sector, since extreme financial difficulties of any health agency has the tendency of thwarting the efforts of the Country towards the achievement of the Sustainable Development Goals (SDGs) and for that matter Universal Health Coverage.
- 11.9 The Committee is once again recommending to the Ministry of Finance to exclude the Regulatory Bodies too from the Capping just like it has done to the agencies under the Ministry of Health responsible for service delivery.

State of the Teaching Hospitals in the Country

- 11.10 In the case of the teaching hospitals, almost all the five (5) of them complained of inadequacy or lack of specialised health personnel, water shortages, obsolete and lack of medical equipment and problems associated with the maintenance of such. They also bemoaned the low capacity of medical gas and non-existent of medical gas equipment in some cases, for instance at the Ho Teaching Hospital. The Komfo Anokye Teaching Hospital in addition complained of non-payment of bills by some patients particularly, accident victims and the inadequacy or non-availability of land for expansion. The Ho Teaching also complained of lack of accommodation for Staff and few and overaged vehicles.
- 11.11 While urging the Ministry of Sanitation and Water Resources to come to the aid of the teaching hospitals, the Committee recommends that the Ministry of Health intervenes to help deal with the challenges confronting the tertiary healthcare facilities, particularly the Ho, Tamale and Cape Coast Teaching Hospitals. The Committee was informed that the Minister for Health and the Minister for Defence is having discussions as to the possibility of releasing the land formerly occupied by the Ghana Armed Forces to the Komfo Anokye Teaching Hospital for expansion purposes. The Committee urges the two (2) Ministers to expedite action in this regard.
- 11.12 On the issue of obsolete medical equipment and maintenance difficulties, it would be recalled that it is one of the reasons for including maintenance and training components in the scope of work for contracts awarded for the construction/equipping of health facilities. The Committee is very much aware that recent contracts that come before the House for approval has all those components and for that matter going forward, such issues could be dealt with. It however urges the Minister for Health to continue to ensure the inclusion of such components in all similar contracts and make use of some portions of the donations and receipts from government in respect of COVID, to assist the

teaching hospital procure some of the needed equipment to enable them deliver the services expected of them.

National Ambulance Service and National Blood Service


11.13 It would be recalled that the National Ambulance Service Bill, 2020 and the National Blood Service Bill, 2020 was passed by the Seventh Parliament. The Committee was informed that the Ministry intends bringing the Legislative Instruments (L.I.s) for the two Laws and other existing ones which do not also have L.I.s Some Bills are also expected to be introduced in Parliament in the course of 2021 and that includes the Traditional and Alternative Medicines Bill, Public Health (Amendment) Bill, Red Cross Bill and the Ghana Health Service Bill.

11.14 An appeal was made to the Committee to advocate for an increment in the National Health Insurance Allocation to the National Ambulance Service, to enable it maintain its fleets. The Committee therefore makes a recommendation in that regard.

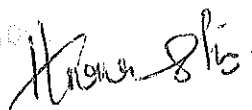
12.0 CONCLUSION

12.1 The Committee recommends to the House to adopt its Report and approve the sum of **Eight Billion, Five Hundred Thirty-Three Million, Five Hundred and Ninety Thousand, Two Hundred and Twenty-Three Ghana Cedis (GH¢8,533,590,223.00)** for the activities of the Ministry of Health for the 2021 Fiscal Year.

Respectfully submitted.



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MICHAEL AMOATENG
ASSIST. CLERK, COMMITTEE ON HEALTH



.....
HON. DR. NANA AYEW AFRIYE
CHAIRMAN, COMMITTEE ON HEALTH

March, 2021

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