2013/2014 WORK PLAN

CONSOLIDATING REPRESENTATION AND PARTICIPATION IN GHANA

UNDAF Outcome 10:	Key national institutions of democracy are effective, accountable, gender responsive and promote peace, inclusive governance, human security with focus on vulnerable groups, by 2016
Expected CP Output (s):	**Capacities of governance institutions strengthened to promote enhanced service delivery and increased participation of citizens; especially women, youth and other marginalised groups in governance**
Implementing Partner:	**Inter-Ministerial Coordinating Committee on Decentralisation**
Responsible Parties:	UNDP, Inter-Ministerial Coordinating Committee on Decentralisation (IMCC), Institute of Local Government Studies (ILGS), Local Government Network (LOGNET), Constitutional Review Implementation Committee (CRIC), Electoral Commission (EC), Centre for Democratic Development (CDD), Ministry of Women and Children (MOWAC), Yes Ghana, Youth Bridge Foundation (YBF), Women and Youth CSOs

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Narrative

The 2013-2014 *Representation and Participation* AWP is in full alignment with the 2012-2016 UNDAF and reflects the priorities of the Ghana Shared Growth and Development Agenda (GSGDA). The AWP builds on previous UNDP initiatives to enhance accountability, transparency and oversight capacities of duty-bearers at the local government level, to promote increased public confidence and participation in the 2012 elections, and to promote the increased participation of women and youth in decision making processes. UNDP is adopting an election cycle approach as its contribution to the elections process, thus the 2013-2014 WP includes such elements as civic participation in the electoral process, elections administration; voter registration and the media coverage. During the 2013-2014 period, efforts will be made to support the decentralization process and strengthen local government capacities in participatory planning and resource management in order to better respond to the needs of their communities and scale-up MDG achievement at the local level. Platforms for dialogue will be nurtured at all levels of the political, decentralization and electoral processes while planned activities aim to strengthen the capacities of duty-bearers and increase awareness among citizens of their entitlements and responsibilities. In addition, the participation and decision making capacities of key national institutions such as the Electoral Commission (EC) and National Commission on Civic Education (NCCE) will be strengthened. Finally, this WP seeks to build on earlier investments that promote the increased participation of women and youth in decision making processes. Conscious that Ghana lags behind the sub-region in the percentage of elected women representatives, this WP will seek to address some of the critical bottlenecks in partnership with key stakeholders, such as political parties.

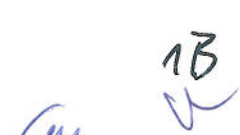|	
Programme Period: 2013-2014 UNDAF Programme Component: _____ Intervention Title: <u>Consolidating Representation and Participation in Ghana</u> Budget Code: _____ Duration: <u>2 years</u>	Estimated annualised budget: Allocated Resources: **US$$1,183,330** Government: Regular: Unfunded: **$$921,180**

Agreed by the Implementing Partner:
(on 18 02 13)

Chair, Inter-Ministerial Coordinating Committee on Decentralisation

Agreed by UNDP:
(on 18 02 13

UNDP Country Director

I: SITUATION ANALYSIS

Over the last two decades, Ghana has enjoyed increasingly stable and deepening democratic governance. Six successful elections in 1992, 1996, 2000, 2004, 2008 and 2012 have consolidated inclusive governance and strengthened the effectiveness of key national institutions such as the Electoral Commission, the National Peace Council, the National Media Commission and the National Commission for Civic Education; enhanced investor confidence and anchored the new economy in an environment for positive growth. These successes have been manifested and sustained by the relative absence of political and ethnic conflicts.

Although Ghana has made significant progress in achieving a system of good governance compared to the other countries in the sub-region and the continent at large, there still remain a number of critical challenges that require urgent resolution to deepen and sustain the progress made. These include: conflict of roles between and among the arms of government and governance institutions; resource disparity undermining the role of different arms of government; inadequate participation of civil society in governance processes; low representation of women, youth and other marginalised groups in decision making processes; little interest of citizens in the democratic processes; and a perception of corruption in the public sector.[1]

Enhancing Representation and public participation

Ghana has a distinctive tradition of ideology-based political parties not evident in many other African countries. This tradition has been reflected in all democratic governments since independence, and has persisted through military dictatorships in an informal way (Bertelsmann Stiftung's Transformation Index (BTI) 2012)

In the "Freedom of the Press" 2010 survey conducted by the Freedom House, Ghana is ranked "free" and 2nd in Africa with an absolute score of 26. Freedom of expression is generally guaranteed and there is no organized repression of the media while there is a danger of capable journalists being attracted away from the media by better-paid positions in the civil service, therefore diminishing the vibrancy of independent media outlets.

The state-owned media has established a certain degree of autonomy, but outright criticism of government policies is rare or relatively weak. The quality of reporting has been an increasingly contentious topic, especially with regard to sensationalist tabloid papers. Electronic media, especially radio stations and the internet, have come to play a more important role. Internet access is freely available in most urban areas and increasingly so in some rural parts of the country, depending on the availability of sending masts for mobile telecommunication. Still, the access rate is restricted to a little more than 5% of the population (BTI 2012).

Relative to other African countries, Ghana has experienced several general elections (1951, 1954 and 1956, 1960, 1969 and 1979) and three referenda (1964, 1978 and 1992). The referendum of 1992 adopted the constitution that founded the Fourth Republic of Ghana, a country now characterized by growing stability and political maturity. The 2000 elections reflected an emerging alternative trend in African politics, with opposition parties winning the election and the ruling party accepting the verdict. (Elections and Conflict Prevention, A Guide to Analysis, Planning and Programming, UNDP). The Fourth Republic can boast a

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[1] Quoted verbatim from Ghana Shared Growth and Development Agenda (GSGDA), 2010-13

stable two-party system, with three to four minor parties struggling for representation with limited success (Bertelsmann Stiftung's Transformation Index (BTI) 2012)

There have been no serious violations of the principles of free and fair elections during the last four elections from 1996 to 2008. Ghana has shown encouraging progress regarding the entrenchment of multiparty democracy and electoral efficiency and in 2008; irregularities were limited to a few incidents of electoral violence and intimidation. As a testament to this, during the 2008 elections, while the presidential election result was initially challenged by the NPP and its presidential candidate, they eventually ceded to the long-serving and steadfast Chairman of the Electoral Commission and an unequivocal statement from international observers, and power was handed over to the NDC (BTI 2012).

According to the Afrobarometer 2012 Survey, a large majority of Ghanaians (80%) assessed the 2008 General Elections in Ghana as broadly free and fair (40% "*completely free* and fair"; 40% "free" and fair but with minor problems". In terms of impact, the fact that the 2008 election campaign was largely nonviolent is testimony to the success of the efforts of local actors, many of whom were supported by UNDP. The military has not visibly exercised any veto power in internal politics for a long time and tries to avoid any interference into politics. (BTI 2012)

Since March 2012, the EC has implemented a biometric system of registration for the electoral register prior to the 2012 elections, to prevent double registration and to eliminate ghost names in the old register. The new register succeeded in registering almost 14m Ghanaians. The 2012 elections also featured the usage of fingerprint verification technology in all polling stations, a first in Africa. An SMS system for verifying voter registration details through telephony was also introduced. These efforts which were supported by UNDP significantly contributed to the conduct of peaceful elections in December 2012, which recorded a turn out rate of almost 80% of registered voters.

Strengthening the decentralization process

In Africa and Ghana in particular, decentralization is at the heart of government business and on-going reforms with a general understanding of the important role of local government in development and service delivery. In many African countries, decentralisation is focused on the development of local political and administrative leadership and building the technical capacity of local governments to deliver on poverty reduction and achieving the Millennium Development Goals (MDGs). There is constant pressure to adapt to change, improve performance and take the lead on local development, but these needs pose new challenges to the public sector executives in local governments (Decentralisation in Ghana: Papers presented at the workshops held at GIMPA, Ghana from 2007–2010, Munawwar Alam and Roger Koranteng).

Between 1957 and 1988, attempts were made by successive governments in Ghana to decentralize authorities to the local level in the form of regional devolution and districts focusing on public administration. The result was a four-tier structure consisting of Regional, District, local councils and towns and villages development committees aimed at shifting from the command approach to consultative processes.

The current decentralisation process initiated in 1988 with the enactment of a number of legal instruments including the Local Government Law, Chapter 20 of the National Constitution of 1992 and the Revised Civil

Service Law aims to promote participatory democracy, empower district assemblies to introduce an effective system, create access to the resources of the country and promote transparency. Chapter 20, of the Constitution spells out the objective of decentralization clearly (under 'Decentralisation and Local Government'): "Local government and administration ... shall ... be decentralized" (Article 240[1]), and that the "functions, powers, responsibilities and resources should be transferred from the Central Government to local government units" (Article 240[2]). The National Decentralisation Action Plan (NDAP, 2004) initiated a transition process towards the development of a comprehensive approach to practically synchronise development funding and capacity building and included guidelines on the transfer of power, authority and functions, competence and resources to the district level.

Ghana's form of decentralization has the characteristics of political, administrative, fiscal, and market decentralization. Despite several years of its existence decentralization reforms have substantial challenges confronting it. The prevailing system of decentralized local government in Ghana has been in place for over two decades. It is aimed at improving citizen, community and non-state actors' participation in local and district level decision-making and implementation. The main feature of the decentralization program, which has also been incorporated in the current 1992 Constitution of the Republic of Ghana and related legislation such as the Local Government Act of 1993 (Act 462), is the obligation on Metropolitan, Municipal and District Assemblies (M/M/DAs) to involve the citizenry in metropolitan/ municipal/ district and community level planning, implementation and oversight to ensure inclusive development.

With the introduction of a new National Decentralisation Policy and Decentralisation Action Plan in 2009, various reforms have been proposed for the improvement of the local governance system. This new development was accompanied by the establishment of the Inter-Ministerial Committee on Decentralisation (IMCC), to coordinate the implementation of the action plan, which is based on 10 pillars including political decentralisation and legal reform, administrative decentralisation, fiscal decentralisation, local economic development and the involvement of non-state actors.

Improving Gender Equality

Women constitute 51% of the population (Ghana Statistical Service, 2010); despite efforts by stakeholders, women's representation and participation continues to be low with only 8% and 10% represented in the national parliament and district assemblies respectively (UNSD 2011; Ghana Electoral Commission Report 2010).

The Ghanaian constitution prohibits discrimination on the basis of gender and gives equal standing to both males and females. In addition to this, Ghana has ratified or acceded to international and regional declarations, conventions, protocols and initiatives such as the Beijing Platform for Action (BPfA), the Convention on the Elimination of all forms of Discrimination Against Women (CEDAW), Protocol on the rights of African women and the African Women's Decade among others aimed at promoting the rights and empowerment of women.

Despite these, commitment towards ensuring equality by putting in place institutional frameworks to address the problem of inequality between men and women, especially in decision making processes persists. These inequalities that result in the low participation of women can be attributed to traditional prejudices, beliefs

and perceptions, gender discrimination, monetary requirements for running for political office and low levels of literacy. For example, a study done this year reported that 34% of men and 21% of women sampled agrees that men make better political leaders than women, and should be elected rather than women (Afrobarometer 2012). However, examples from other countries have shown that with the needed support and platforms, women are capable of making valuable contributions to development, poverty reduction, and to the achievement of the Millennium Development Goals (MDGs).

II: PAST COOPERATION AND LESSONS LEARNED

Enhancing Representation and public participation

According to the Democracy Index 2011, even though sub-Saharan African elections have become a normal occurrence, with coups becoming less frequent, particularly in the 1990s, many elections are "rigged and incumbents often still refuse to accept defeat" (*Democracy under Stress*, a report from the Economist Intelligence Unit).

Elections in Ghana on the other hand are considered to be both free and fair but like several other countries in the region including South Africa, Mali and Botswana, the country is considered to fall short "of being a full democracy because of weaknesses in political participation and political culture" and is referred to as a flawed democracy.

Several governance challenges need to be addressed, particularly with regard to the political process and women's representation. Whereas the national elections have recorded success, the district level elections for decentralized governance continue to record poor participation. The political culture (politicization and polarization along party lines) poses challenges that are manifested in the areas of political party functioning, political competition, political participation, policymaking, power centralization, as well as socio-political and ethno-political relationships. This includes persistent problems regarding chieftaincy succession, conflict of roles between and among the arms of government and governance institutions, resource disparity, poor citizen participation in democratic processes, and perception of corruption in the public sector in addition to the likely economic, political and social distortions associated with oil production.

Strengthening the decentralization process

Advances in decentralization reform have been made in the establishment of local authorities, decentralisation of governance at the regional and local level and increased participation of citizens in decision making processes, as well as the allocation of dedicated budgets to the District Assemblies.

Policy reforms have ensured increased access by people to political decision makers through the creation of manageable local governments, increased access by citizens to political decision makers through the creation of manageable local governments. More equitable development of the country and more visible efforts to redress the development imbalance between urban and rural areas, between regions and between districts through development activities funded with the District Assemblies common Fund is another achievement of

decentralization in Ghana. Most importantly, decentralization in Ghana has led to qualitative improvement in living standards at the local level.

While Ghana's decentralization policy is a critical component for its development strategy, progress in decentralization has been slow and some stakeholders expressed concern that it was not working as it should be. Efforts to effectively decentralise are not yet yielding the expected benefits, whether in terms of public service delivery, gender responsiveness or children services. A recent Ghana Joint Assistance Strategy (G-JAS) revealed that citizens' assessment of the quality of governance related to District Assemblies showed a dissatisfaction rating of 62 per cent and a satisfaction rating of 27 per cent. The report further noted that part of the delay in decentralised staff and fiscal resources was due to concerns about local authority combined with reluctance of "the center" to lose resources and influence. (*Ghana Policy Analysis*, 2012)

Experience in local governance has revealed that there is a need for more skilled and experienced staff in line with local needs for effective and successful local governance and to create a realistic and workable management system. Comprehensive planning and timely implementation of planned activities, as well as appropriate ongoing monitoring and evaluation are crucial ingredients of this strategy. There is an urgent need to harmonize proposals for re-organization and approach decentralization reform in a coordinated and holistic manner. This is particularly relevant to the fiscal framework and financial management to ensure that fiscal transfer systems are harmonised, made simple, objective, fair, transparent, timely and poverty sensitive are being put in place. Similarly, there is a need to clarify and streamline legal framework for revenue and expenditure assignment shall be clearly provided to avoid doubts and conflicts.

In addition to the above, political and administrative framework with regards to the role of the regional coordinating councils, sub-structures and the phasing out of the current mixed model of representation in district assemblies have been proposed. The policy is taken in tandem with the review of key legal instruments and subsidiary legislations affecting decentralisation.

There is also a substantial divergence between the constitutional arrangements and actual level of decentralisation practiced in the country. This is due to a variety of laws, which give legitimacy to the divergent practices, especially in the choices made by sectors. It has still not been clearly defined whether Metropolitan and Municipal District Assemblies (MMDAs) or Central government organizations are responsible for various functions.

Despite the extensive responsibilities decentralised to district authorities, their financial position is weak. Local government has little fiscal independence, remaining overwhelmingly dependent on central government for its financial resources, with limited revenue raising ability. There are also significant weaknesses in the financial decentralization process in Ghana. In fact, there is an absence of policy on fiscal decentralization to guide the local government. Existing legislation and administrative procedures on local government public finance have led to centralization of the management of public finances. (Other Country Decentralization Experiences, National Council of Applied Economic Research)

A 2007 UNDP-Ghana report pointed to limited voice and participation in local government on the part of rural communities, marginalized groups and youth. Indeed, many citizens at the local level are insufficiently informed about the duties of the departments, the staff and members of their Assemblies, Chief Executives, and even, Members of Parliament (MP). Nor are they sufficiently aware of their obligations to the Assemblies and its officials or MPs. Consequently, bottom-up grassroots demand for transparency,

accountability and effective service delivery from these officeholders is extremely weak. In addition, local planning and decision-making on development interventions, budgetary allocations, tender and procurement among others, are often decided at the district level with very little or no inputs from beneficiary communities (*Enhancing Civil Society and Governmental Actors Role in Local Government Accountability and Responsiveness*, Franklin Oduro, 2012).

The accountability gap at the district level has been reflected in several publications such as the audit reports on the M/M/DAs, tender and procurement irregularities reported by the Public Procurement Agency (PPA), research reports on District Assemblies (DAs) and DCE corruption, misapplication of funds and abuse of office reports by various independent monitoring organizations as well as the frequent media reports on corruption and misapplication of funds by M/M/DAs. The Ghana Round 5 Afrobarometer research accurately captured the perceptions of citizens as 68% of citizens had not contacted local government officials to demand accountability, 52% said their councillors never listen to them while 89% and 87% perceived some, most or all, M/M/DCEs and local councillors respectively to be corrupt (*Enhancing Civil Society and Governmental Actors Role in Local Government Accountability and Responsiveness*, Franklin Oduro, 2012).

Improving Gender Equality

The 2012-2016 UNDAF establishes gender equality in governance as one of four governance-related outputs, thus elevating the issue for the UN to the highest programmatic level. To this end, agencies have been actively supporting women's coalitions, which often include political parties and the Ministry of Women and Children, to pursue gender equality in governance. An Affirmative Action Bill is currently being drafted to assist the goal of increased participation of women, even while sensitization and awareness-raising are deepened. Much more is obviously still required for Ghana to escape its low ranking in this area.

Role of UNDP

The UNDP Ghana Governance Programme has over the years helped build the capacities of key national governance institutions, enhanced the country's governance process and engaged citizens in democratic processes, ensuring access to justice and human rights and nurturing conflict prevention mechanisms.

UNDP's 2011 Assessment of Development Results (ADR) report recognized UNDP's contributions in strengthening national governance institutions (Parliament, the Judiciary, Justice System and the Electoral Commission) and establishing new frameworks for the consolidation of peace, including the National Peace Council and Ghana National Commission on Small Arms. The ADR also noted UNDP's support to election-related activities by facilitating preventive advocacy and mediation through the National Peace Council, establishment of fast track courts to resolve election disputes and technical support to Electoral Commission for electronic capturing of results. The Government's trust and confidence in UNDP was also evident in the request to coordinate donor assistance to the Constitutional Review Process.

Under the **representation and participation** component of the Governance Programme, the capacities of the Electoral Commission (EC) and National Commission on Civil Education (NCCE) were strengthened to promote the participation of all stakeholders in the Parliamentary, Presidential and District Level elections in 2008. In collaboration with the Ministry of Local Government and Rural Development (MoLGRD), public

education enhanced awareness about the new Decentralization Policy and Action Plan, this will continue in the coming years. Educational programmes have been held in collaboration with the Public Procurement Authority (PPA) and Ghana Anti-Corruption Coalition (GACC) to promote transparency, accountability and anti-corruption, the Corruption Monitoring Index was also launched by the GACC and the National Africa Peer Review Mechanism Governing Council.

UNDP also provided support to the review of the constitution through the work of the Constitutional Review Commission and strengthening the role of Parliament through initiatives such as the Speaker of Parliament Breakfast meeting.

However, fundamental need to be addressed including incoherence or even contradictions in sectoral approaches to **decentralization**; a need to clarify the role of the region in the national governance architecture; persisting slowness in integrating decentralized departments into the assembly administration and implementing fiscal decentralization; the ineffectiveness of local government sub-structures; low capacities and motivation of assembly members; need to stimulate popular participation in local governance; and streamlining relationships with traditional authorities (Government of Ghana, Ministry of Local Government and Rural Development, Draft Decentralization Policy Framework, Accelerating Decentralization and Local Governance for National Development, April 2010).

Initiatives in the previous UNDAF cycle synergized efforts of state and non-state institutions to support decentralization, electoral reform and other governance processes. Interventions mainstreamed the gender dimension into all aspects of the good governance agenda and the need for greater opportunities for participation and representation of women and vulnerable groups in public affairs was highlighted. In spite of the gains made in Ghana's democratic dispensation, there are still challenges that require concerted, strategic and collaborative interventions in order to achieve **gender equality** in decision-making processes. Among the challenges are insufficient representation and participation of women and other vulnerable groups in dialogue processes, especially at the district and community levels.

In the past, support has been provided to women and vulnerable groups, as well as the Ministry of Women and Children Affairs (MoWAC) and the National Council for Persons with Disabilities (NCPD) to ensure the endorsement of the Domestic Violence Act and Disability Act, implementation of the Action Plan on Domestic Violence and the development of the strategic and communication plans for the NCPD. Civil Society Organizations (CSOs) have also been supported through the establishment of the Civil Society's Resource Centre to strengthen their participation in decision-making.

UNDP's 2011 ADR identified areas for improvement in the forthcoming Governance Programme, including the need for deepening support for decentralized governance; shifting emphasis from poverty reduction to inclusive growth and private sector development; deepening efforts to achieve gender equality; developing clear exit strategies that lead to national ownership and sustainability, and; strengthening communication, M&E and knowledge and information management functions.

Some of the lessons learned from previous programmes include the need for more coordination and synergies among the various clusters in the governance programme, in addition to more collaboration/information with UN agencies to avoid duplication of efforts. There is also a need to ensure

that peace building is mainstreamed into all components, particularly the participation and representation in governance and justice initiatives. Again, there is the need to develop appropriate exit strategies in collaboration with national partners to ensure the sustainability of programmes. Finally, the capacities of national partners in programme management and UNDP's programme policies, rules and regulations should be enhanced in order to ensure more timely and adequate delivery of outputs.

III: STRATEGY

The UNCT and GOG agreed in the UNDAF (2012-16) that the governance outcome to be pursued was "Key national institutions of democracy are effective, accountable, gender responsive, and promote peace, inclusive governance, human security with focus on vulnerable groups, by 2016."

On this basis, the priority governance outputs for the UNDAF (2012-16) were established as: a) inclusive, accountable and transparent governance, b) active participation of women and vulnerable groups in decision making processes, c) justice sector institutions functional and responsive, and d) national peace architecture institutionalised and functional. These four outputs reflect the six governance thematic areas of decentralization, transparency and accountability, representation and participation, access to justice, gender equality, and conflict prevention. (*Governance Concept Note*, 2012)

The 2013-2014 WP on **Representation and Participation** (R&P) is based on the premise that change can be created through a simultaneous emphasis on building the capacities of rights-holders and duty-bearers to partner effectively. Effective partnerships will in turn improve the performance of government at all levels, with consequent improvements in human development and security. The UNDP Governance Programme's work plan is based on the following theory of change as follows:

> "Institutional performance can be improved by simultaneously building the capacity of citizens and institutions to partner with each other. By prioritising those aspects that enhance political processes, strengthened partnerships will lead to improved service delivery and human development, increasing public participation and confidence in political processes. In summary, more and better partnerships will lead to better governance."

To this end, the 2013-2014 R&P WP will build the capacities of citizens and institutions at the local level, to effectively partner with each other in pursuing the thematic goals of decentralisation, gender equality and representation and participation. These partnerships will be manifested in the multi-sectoral work being done in the area of decentralisation, in the strengthening of the electoral process, and in coalitions that aim for gender equality in decision-making, for example.

In order to maintain the existing peace, security and stability for sustainable national development, after the first election in an oil economy - and under middle-income country status - UNDP will continue to adopt a comprehensive electoral cycle approach to support elections.

A strong focus has been placed on building an electoral system that is broadly supported; this should be a continuous process instead of one-stop, periodic election-year support and includes enhancing participation of civil society and key stakeholders as well as capacity development interventions to significantly strengthen existing organizations in their civic role as domestic observers.

UNDP's engagement in electoral assistance over the coming two years, which will be the first phase of the electoral cycle, is essential. UNDP can build the kind of trust and rapport with government and other political actors that ensure that when a crisis emerges or a conflict occurs, the organization is well placed to serve as a technically capable, neutral interlocutor with the various parties.

The work of UNDP's Governance Unit over the next programming period will be organized around six thematic areas (*representation and participation, gender equality, decentralisation, access to justice, transparency and accountability, and conflict prevention*). The first three of these thematic areas are the subject of this AWP and, together with additional AWPs on Transparency and Accountability (inclusive of Access to Justice) and Conflict Prevention, comprise the three main vehicles for addressing UNDAF Outcome 10.

This AWP has been developed with key national governance institutions and civil society organizations to promote national ownership and sustainability of interventions. Implementation of this AWP will be based on previous programme experiences to ensure efficiency. This Work Plan focuses on the national priorities of deepening the country's democratic process by promoting inclusive participation and representation.

The programme strategy rests on the causality analysis where immediate, underlying and root causes of problems or issues in different aspects of governance are identified and various activities plan for implementation to achieve desired changes. The three broad focus areas are:

Institutional and organizational (administrative, legal and regulatory) reforms within key governance institutions for improved democratic governance realized
- Support government to implement decentralization policy and reforms including advocacy efforts and process support
- Provide support to implementation of constitutional reforms
- Enhance the Planning, Monitoring and Evaluation capacities of key governance institutions

Representation and participation in democratic processes for women, youth, the disabled and other marginalized groups are improved
- Undertake advocacy on participatory governance and enhanced civic responsibility
- Support to Political Parties to increase representation and participation of disadvantaged and marginalized groups in their democratic processes

Political parties, civil society and other stakeholders develop platforms to promote the increased participation of women and vulnerable groups in governance
- Promote platforms to increase women's political participation
- Build critical capacities of women and vulnerable group leaders

IV: MANAGEMENT ARRANGEMENTS

Context:

Ghana's aid architecture is currently operating under Ghana's Shared Growth and Development Agenda. Most Bilateral and Multilateral partner are organized in Sector Working Groups reflecting the Governments Development Priorities and the development partners' own division of labour with "lead" and "active participation" roles.
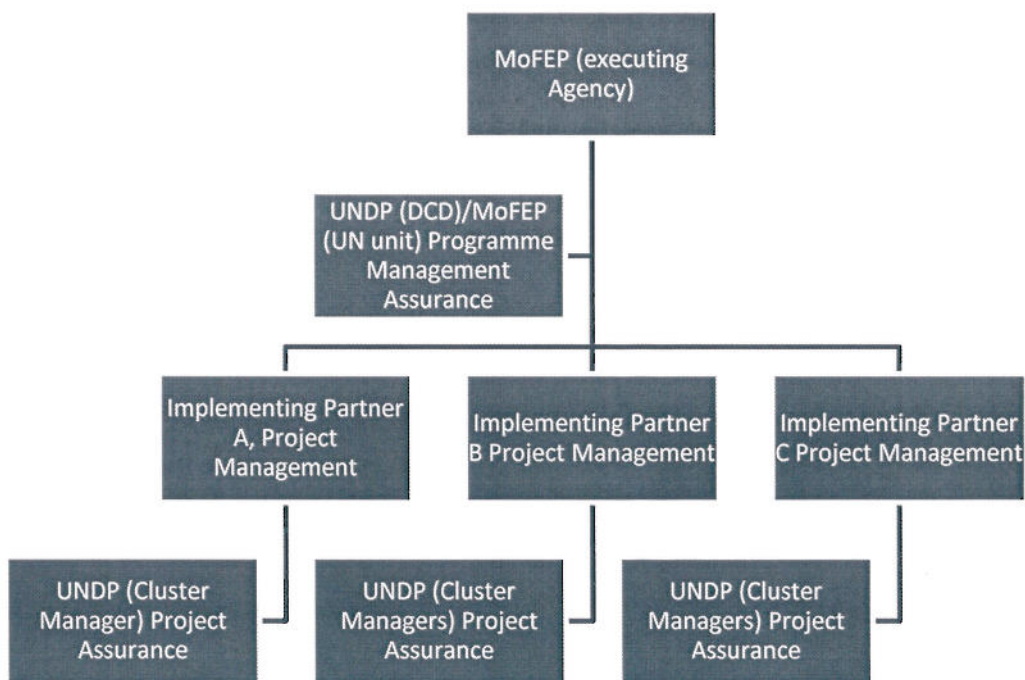
The United Nations have also aligned their development assistance to the Governments priorities and formalized it in a United Nations Development Assistance Framework. As a DaO self-starter country each UNDAF outcome (11 in total) is led by one UN Agency which participates actively or as lead in a respective Sector Working Group. The UNDAF is jointly monitored by the UN and the MoFEP on an annual basis. The lead agency for each UNDAF outcome is responsible to provide regular progress up-dates to sector working groups and will as such coordinate and convene the various UN agencies and Implementing Partners working under one UNDAF.

UNDP is leading three UNDAF outcomes, that is Disaster Risk Reduction and Climate Change, Political Governance and Evidence based Policy Planning and Budgeting which corresponds to its internal programme structure with a "governance cluster", an "Inclusive Growth Cluster" and a "Sustainable Development Cluster.

Management Arrangements 2012-2016

To enable UNDP to substantively feed into the sector working groups, it is imperative to gather relevant information and data on those three outcomes from the work of other UN agencies and their partners as well as from its own work with its implementing partners. Consequently, for effective coordination and implementation, and to avoid parallel reporting structures, the following management arrangements will be in place for the new programming cycle:

There will be internal UNDP quarterly review meetings (3) which are expected to generate the required information at the technical level on programme implementation, and also provide MoFEP with up to date information on programmes. It is expected that the outputs from these internal quarterly meeting will feed into the bi-annual review (mid-year meeting) with UNDP and IPs. This meeting will ultimately inform decision makers at an annual high-level breakfast meeting to be held at year end between UNDP and IPs.

MoFEP (executing Agency)

UNDP (DCD)/MoFEP (UN unit) Programme Management Assurance

| Implementing Partner A, Project Management | Implementing Partner B Project Management | Implementing Partner C Project Management |

| UNDP (Cluster Manager) Project Assurance | UNDP (Cluster Managers) Project Assurance | UNDP (Cluster Managers) Project Assurance |

Definitions and Accountabilities of Implementing Partner and Responsible Party

As stated in Financial Regulation 27.02 of the UNDP Financial Regulations and Rules, an **implementing partner** is "the entity to which the Administrator has entrusted the implementation of UNDP assistance specified in a signed document along with the assumption of full responsibility and accountability for the effective use of UNDP resources and the delivery of outputs, as set forth in such document." By signing a project document an implementing partner enters into an agreement with UNDP to manage the project and achieve the results defined in the relevant documents. The accountability of an implementing partner is to: -- Report, fairly and accurately, on project progress against agreed work plans in accordance with the reporting schedule and formats included in the project agreement;

- Maintain documentation and evidence that describes the proper and prudent use of project resources[2] in conformity to the project agreement and in accordance with applicable regulations and procedures. This documentation will be available on request to project monitors (project assurance role) and designated auditors.

As stated in the Financial Regulation 17.01 of the UNDP Financial Regulations and Rules, an implementing partner may enter into agreements with other organizations and entities, known as responsible partners, who may provide goods and services to the project, carry out project activities and produce project outputs. Responsible parties are accountable directly to the implementing partner.

A **Responsible Party** is defined as an entity that has been selected to act on behalf of the implementing partner on the basis of a written agreement or contract to purchase good or provide services using the project budget. In addition, the responsible party may manage the use of these goods and services to carry out project activities and produce outputs. All responsible parties are directly accountable to the implementing partner in accordance with the terms of their agreement or contract with the implementing partner. Implementing partners use responsible parties in order to take advantage of their specialized skills, to mitigate risk and to relieve administrative burdens.

V: MONITORING AND EVALUATION

At a minimum, on an annual basis, the following monitoring activities should be carried out in accordance with UNDP Programme and Operations Policies and Procedures (POPP)

- On a quarterly basis, project progress reports shall be submitted to MoFEP through UNDP. (Quarterly targets will be stated in the individual concept notes for each planned activity in this WP)
- An Issue Log shall be activated in Atlas and updated to facilitate tracking and resolution of potential problems or requests for change
- A risk log shall be activated and regularly updated by reviewing the external environment that may affect the AWP implementation.

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[2] Prudent and proper use of resources refers to transparency, fairness and integrity in use of resources, compliance with administrative regulations and procedures, and attainment of best value for money.

- A project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the lesson-learned report at the end of the project
- A monitoring schedule plan shall be activated in Atlas and updated to track key management actions/events
- Annual Reviews (2013 and 2014): An annual review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of AWP and appraise the Annual Work Plan for the following year.
- Field Visits: A representative from the UNDP office and the IP should visit each project at least once a year. Field visits serve the purpose of results validation and should provide latest information on progress for annual reporting preparation. Field visits should be documented through brief and action-oriented reports submitted within the week of return to the office.

VI: AUDIT CLAUSE

The Project will be audited in accordance with UNDP Programme and Operation Policies and Procedures (POPP) and would cover the following areas: review of work plans, progress reports, project resources, project budget, project expenditure, project delivery, recruitment, operational and financial closing of projects (if applicable) and disposal or transfer of assets.

VII: RISKS AND ASSUMPTIONS

Reforms and policy development processes will take some time to get underway after the installation of the new government in early 2013. UNDP is itself undergoing a process of internal transformation with a view to strengthening its human resource base and business processes. Capacity building for staff involved in the delivery of this AWP, at both the Implementing Partner and UNDP levels, will be needed.

Management of risks: The IMCC is a new IP and UNDP will take extra time and effort to orient and capacitate towards the responsibilities associated with performing the IP function. Efforts to improve gender equality will require innovative approaches that learn from past lessons, both successes and failures. This WP, more than most, requires that UNDP and its partners successfully navigate the politics behind the issues. A conscientious pursuit of the Governance Concept Paper and its Theory of Change will help mitigate many risks associated with this, the largest of the three governance WPs over the period 2013-14.

VIII: LEGAL CONTEXT

This document together with the UNDAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all UNDAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner's custody rests with the implementing partner.

The implementing partner shall:

a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) assume all risks and liabilities related to the implementing partner's security, and full implementation of the security plan

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a beech of the agreement

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant of the AWP are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contract or sub-agreements entered into under the AWP.

The UNDP Resident Representative and Country Director in Ghana are authorized to effect writing the following types of revisions to this AWP, provided that he/she has verified the agreement thereto and is assured that the other signatories to the AWP have no objection to the proposed changes:

a) Revision of or addition to any of the annexes to the AWP;

b) Revisions, which do not involve significant changes in the immediate objective, outputs or activities of the project, but are caused by the rearrangement of the inputs already to or by cost increases due to inflation;

c) Mandatory annual revisions which re-phase the delivery of the agreed project inputs or increase expert or other costs due to inflation or take into account agency expenditure flexibility; and

d) Inclusion of additional annexes and attachments only as set out here in this AWP

ANNUAL WORK PLAN – REPRESENTATION AND PARTICIPATION

Total Budget: US$2,104,510: 2013 total = $1,183,330, 2014 total =$921,180

KEY RESULTS, BASELINES, ASSOCIATED INDICATORS AND TARGETS	LIST OF ACTIVITIES FOR RESULTS AND ASSOCIATED ACTIONS	RP	2013	2014	Funding Source	Budget Description
UNDAF OUTPUT 10.1 GOVERNANCE INSTITUTIONS OPERATE WITHIN A DECENTRALIZED, ENABLING ENVIRONMENT AND PROMOTE INCLUSIVE, ACCOUNTABLE AND TRANSPARENT GOVERNANCE						
KEY RESULT 10.1.1 Institutional and organizational (administrative, legal and regulatory) reforms within key governance institutions for improved democratic governance realized	**Support government to implement decentralization policy and reforms including advocacy efforts and process support**					
	Conduct an assessment and build capacity of Local Government entities in priority process-oriented areas (Administrative, fiscal, Political Decentralization and legal issues; Local Economic Development; Social Agenda and the involvement of Non-State actors in local governance) including capacity for gender-disaggregated data reporting		30,000		ILGS	
Baseline 1.1.1: Average rating of five services in 2012 being "very or fairly well" was 43%	Assess the level of implementation of the new decentralization policy	25,000		25,000	ILGS	
Indicator 1.1.1: Performance ratings of local government services (Source: AfroBarometer) **Target 1.1.1:** Average rating of local government service performance being "very or fairly well" is 50% by end-2014	Conduct research into the capacity constraints of district assemblies to implement the new decentralization policy	30,000	30,000		IMCC	
	Disseminate and sensitize District Assemblies, Women Groups, Youth Groups and People With Disabilities (PWDs) on decentralization policy framework and action plan	90,000		60,000	IMCC/ YBF	
Baseline 1.1.2: 0 percent of Constitutional Reform Recommendations implemented **Indicator 1.1.2:** Percentage of decentralisation recommendations for review of Ghana's constitution implemented (Source: CRIC) **Target 1.1.2:** 60% of all decentralisation recommendations in Government's White Paper implemented (activated) by end-2014	Support the activation of the Complaints Committee of the District Assemblies	20,000		20,000	IMCC	
	Conduct gender audit in the assemblies and other public sector organizations to serve as the baseline for assessing compliance with the Affirmative Action Law	30,000		40,000	MOWAC	
Baseline 1.1.3: Of 14 key institutions of democracy identified in UNDP concept note, only five have strategic plans in place **Indicator 1.1.3:** Number of key Governance	**Provide support to implementation of constitutional reforms**					
	Support to the Constitution Review Implementation Committee on debates, awareness raising and implementation of the constitutional review	30,000		20,000	CRIC	

Performance Indicators / Targets	Activities	Source		
Institutions with the capacity to strategically plan, monitor and evaluate the success of their programs (Source: UNDP) **Target 1.1.3:** Six key governance institutions with the capacity to strategically plan, monitor and evaluate the success of their programs by 2014	**Enhance the Planning, Monitoring and Evaluation capacities of key governance institutions**			
	Support six key governance institutions to develop, implement, monitor and evaluate strategic plans	TBD	60,000	60,000
	Support EC to evaluate the 2012 national elections, including DPs support and review lessons learned from the CSO perspective	EC/ CDD	40,000	
	Provide support for strengthening of the EC, particularly in the area of increasing public confidence in the electoral process and building stakeholder partnerships for future elections	EC	25,000	15,000
	SUBTOTAL		*$380,000*	*$240,000*
KEY RESULT 10.1.2 **Representation and participation in democratic processes for women, youth, the disabled and other marginalized groups are improved**	**Undertake advocacy on participatory governance and enhanced civic responsibility**			
Baseline 1.2.1: 54% of males and 46% of females sampled attended at least one public meeting in 2011	Advocate for enhanced participation of the citizenry and enhance civic responsibility; especially at the sub-district level i.e. Unit committees etc.	LOGNET	30,000	20,000
Indicator 1.2.1: Percentage of citizens sampled (disaggregated by sex) who attended a District Assembly public meeting in the past year (Source: Voice of the People, GII)	Strengthen Women's Participation in decentralization and local governance	CSO/IMCC	20,000	30,000
Target 1.2.1: 57% of males and 50% of females sampled attended at least one public meeting in 2014	Advocacy for needed electoral reforms based on the review of 2012 elections experiences	CDD	20,000	20,000
	Support for the Youth Manifesto Coalition as a national platform for engaging government, political parties and other stakeholders towards sustaining youth participation in development	Yes Ghana	30,000	20,000
Baseline 1.2.2: 50.5% of Ghanaians (I trust this % is about those with universal adult suffrage, you may want to consider being specific)) trusted political parties "somewhat" or "a lot" in 2012.	Conduct assessment and strengthen the capacities of Youth Groups and Persons with Disability (PWDs) to contribute to policy planning processes at the district level	YBF/ CSO	40,000	50,000
Indicator 1.2.2: Levels of public trust in political parties (Source: AfroBarometer)	**Support to Political Parties to increase representation and participation of disadvantaged and marginalized groups in their democratic processes**			
Target 1.2.2: 54% of Ghanaians trust political parties	Conduct gender audits of the policies and practices of political parties to inform dialogue with them to ensure women's equal participation and representation in party policies and practices	CSO	25,000	35,000

Table 1 (continued)

KEY RESULTS, BASELINES, ASSOCIATED INDICATORS AND TARGETS	LIST OF ACTIVITIES	RP	2013	2014	Funding Source	Budget Description
"somewhat" or "a lot" by end-2014 **Baseline 1.2.3:** 10.10% of women elected into the district assemblies in 2010 (EC local level elections report, 2010) **Indicator 1.2.3:** Percentage of women elected into local Assemblies by 2014 **Target 1.2.3:** 15% women elected into the local Assemblies in 2014 local elections	Assess and identify capacity gaps in Political Parties, design and implement capacity building initiatives to address the identified gaps with the aim of promoting gender equality, strengthened leadership, good governance and internal democracy	CSO	25,000	25,000		
	SUBTOTAL		*$190,000*	*$200,000*		

Table 2

KEY RESULTS, BASELINES, ASSOCIATED INDICATORS AND TARGETS	LIST OF ACTIVITIES FOR RESULTS AND ASSOCIATED ACTIONS	RP	2013	2014	Funding Source	Budget Description
OUTPUT 10.2: MECHANISMS ARE IN PLACE TO ENSURE THAT WOMEN AND VULNERABLE GROUPS ARE INFORMED ABOUT THEIR RIGHTS TO PARTICIPATE ACTIVELY IN DECISION MAKING PROCESSES						
KEY RESULT 10.2.1 Political parties, civil society and other stakeholders develop platforms to promote the increased participation of women and vulnerable groups in governance	**Promote platforms to increase women's political participation**					
	Hold meetings with stakeholders to validate the Draft instructions in Affirmative Action Bill	MOWAC	30,000			
Baseline 10.2.1: UNDP supported two platforms in 2012.	Advocacy for the passage of the Affirmative Action bill into law	CSO	25,000			
Indicator 10.2.1: Number of platforms promoting women's participation in decision making processes by 2014 (Source: UNDP)	Support dialogue with religious leaders and traditional authorities on the value of women in the decision making process	CSO	22,291	20,000		
Target 10.2.1: Four (4) platforms established and/or supported to promote women's participation in decision-making processes by 2014 (Source: UNDP)	**Build critical capacities of women groups, and People With Disabilities (PWD) group leaders**					
Baseline 10.2.2: Established at activity level **Indicator 10.2.2:** Percentage increase in key capacities of women group and PWD group leaders (Source: UNDP)	Assess and identify critical capacity gaps for the design and implementation of capacity building initiatives to address the identified gaps	CSO	20,000	40,000		
Target 10.2.2: Average of 50% increase in key technical capacities for women groups and PWD	Develop documentary on the experiences, achievements and challenges of women legislators at the national level	CSO	50,000			

group leaders as well as average of 50% skills usage 6 months after capacities built	Organize induction program on rules and procedures of Parliament and Municipal Assemblies for elected women so that they can contribute effectively to debates and law making	CSO		30,000
	Promote media engagement with women involved in politics with focus on their capabilities and successes, to serve as encouragement to other women	CSO	20,000	22,806
	SUBTOTAL		*$197,961*	*$82,806*

BASELINES, INDICATORS AND TARGETS	PLANNED ACTIVITIES	RESPONSIBLE PARTY	PLANNED BUDGET			
	List activity results and associated actions		2013	2014	*Funding Source*	*Budget Description*
OUTPUT 10. RP. Support : Cross Cutting support to enable the implementation of this AWP provided	10.RP.1 – Capacity of IP and RPs to implement this AWP is strengthened AWP management support (including staff capacity building, logistical costs, outstanding payments) - Governance Project Officer hired - Gender Project Officer hired (1/3 cost) - Peace and Governance Advisor hired - Governance Cluster driver hired (1/3 cost) - Necessary training for related project staff undertaken - Planning and implementation meetings held - Logistics and administrative costs	UNDP	$30,000 $10,000 $200,000 $4,000 $15,000 $5,000 $5,000	$30,000 $10,000 $200,000 $4,000 $15,000 $5,000 $5,000		Training and meeting costs, staff hire
	10.RP.2 – Advocacy Knowledge management and communication capacity supported - Promotional and knowledge products developed and distributed - Local and foreign visitors hosted	UNDP	$10,000 $10,000	$10,000 $10,000		Materials production, local consultants, travel and

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				meeting costs
- Media engagements facilitated		$10,000	$10,000	
10.RP.3 – Monitoring and Evaluation of activities undertaken	UNDP			
- Field visits undertaken		$10,000	$10,000	
- Evaluators hired		$5,000	$5,000	
- Review meetings		$10,000	$10,000	
- Pulse poll		$25,000	$30,000	
10.RP.4 – Audit fees		$10,000	$10,000	
10.RP.5 – Implementation Support Services (ISS): 5%		$56,369	$34,374	
SUBTOTAL		$423,330	$411,180	
GRAND TOTAL		$1,183,330	$921,180	