Annual Work Plan

ENHANCING REPRESENTATION AND PARTICIPATION

UNDAF Outcome:	By 2010, capacity for equitable and participatory governance systems made equitable at all levels and guided by human rights principles
Expected CP Outcome:	By 2010, more effective participation of central and local institutions and civil society for good decentralised governance
Expected CP Output:	Output 1.1: Increased capacity among decision makers and communities about public participation in local governance
	Output 1.2: Increased participation of civil society organisations in policy formulation and implementation, with emphasis on the poor and the vulnerable
	Output 1.3: Enhanced transparency and accountability in governance

Links to National Priorities (GPRS II):

5.5.2 Enhancing Decentralization
5.5.6 Fighting Corruption and Economic Crimes
5.5.7 Empowering Women
5.5.9 Promoting Civic Responsibility

Implementing Partners:
Responsible Parties:

Electoral Commission (EC)
Ministry of Local Government and Rural Development (MLGRD)
National Commission for Civic Education (NCCE)
Public Procurement Authority (PPA)
Commission on Human Rights and Administrative Justice (CHRAJ
CSOs: Ghana Anti-Corruption Coalition (GACC), Local Government NGOs Network (LOGNet)

Narrative

Ghana's democratic gains over the past decade and a half make it one of the few functioning democracies in Africa. Though it has a decentralisation policy and structure in place, the challenge has been how to operationalise it to enhance true grassroots participation in decision making and ensure transparency and accountability, bearing in mind that transparency is not a given. This annual workplan (AWP) complements others within the Governance group of UNDP Ghana and addresses outcome 6, country programme outputs 1.1, 1.2 and 1.3 of the UNDAF. It also addresses Chapter 5 sub-section 5.1, 5.2, 5.6, 5.7, 5.9 of the Ghana Growth and Poverty Reduction Strategy (GPRS II). It aims to promote good democratic governance through support to the decentralisation process, deepening representation and enhancing participation, transparency and accountability.
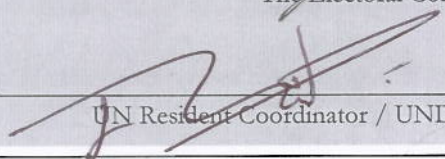
Building on previous experience and on-going initiatives by governmental and non-governmental institutions, the strategy rests on the identified need for a multi-disciplinary and sectoral approach to address the issue and related challenges such as low public appreciation and participation, inadequate institutional capacity and inter-institution collaboration. In this regard, various state and non-state institutions have been brought

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together to work synergistically to provide support to the decentralisation process, provide support to the Electoral Commission and NCCE to enhance the electoral process, deepen public appreciation, interest and participation in the local level elections and governance process through intensive civic education, and thereby promote transparency and accountability. Special attention is paid in this AWP to the role of CSOs to strengthen their involvement at all levels. In implementing activities under this AWP, positive synergies and complementarities with other programmes within UNDP and other external agencies will be sought and pursued.

Programme Period:	January-December 2009	Estimated annualized budget:	US$ 1,134,000
Programme Component:	_____		
Intervention Title: Enhancing Representation and Participation		Allocated resources:	_____
		• Government	Awaiting...IPs
Budget Code:	_____	• Regular	US$ 1,134,000
Duration:	1 year	• Other:	

Agreed by the Implementing Partner:_____ **DAVID A. KANGAH**

The Electoral Commissioner

Agreed by UNDP: _____ April 07, 2009

UN Resident Coordinator / UNDP Representative Resident

Part I: Situation Analysis

Since the advent of constitutional rule in 1992, Ghana has seen five successful elections, out of which two have been won by opposition parties. In addition, since 1992, human rights and individual freedoms have been strengthened making Ghana one of the few functioning democracies in Africa. In order to enhance and deepen the democratic culture across the country, a three tier structure of sub-national governance was created by the Local Government Act 462, 1993 (regional, districts and sub-district levels). The essence was to stimulate local communities to participate in the local governance processes by electing representatives, generating developmental ideas, providing local knowledge to solve problems, increase the confidence and capabilities of communities to handle their affairs and to control and exploit their environment and promote desirable relationships between people, especially through cooperative work.

However, there are a myriad of challenges associated with the decentralized system of governance in the country, which are mainly structural and capacity constraints. They include inadequate representation and poor participation of women and other vulnerable groups in the community and district-level dialogue processes. This is beside the fact that the decentralised system is not fully understood by the populace and not all sub-district structures such as the town/ area/zonal councils and unit committees are established and fully functional in all districts, because of their sheer size and numbers; thus weakening community dialogue processes in terms of frequency, regularity and quality of forums of engagement created. Furthermore, the perennial technical and financial capacity constraints in many districts especially regarding planning and budgeting as well as integration of environmental, youth and gender considerations into development plans, coupled with the lack of clarity regarding the role of traditional rulers in the assemblies, are making the system less functional and effective. The continued weak local ownership of development initiatives at the district and sub-district levels undermines the principles of participation and empowerment. All these challenges have made the degree of local accountability through the District Assemblies weak.

The lack of transparency and accountability does not only reside in the local government structures. It cuts across sectors and structures and is considered a serious hindrance to socio-economic and political growth of the country. The need for regular forums whereby the public office holders and the populace (civil society) would interact as desired under the Local Government Act (ACT 462) cannot be overemphasised.

Part II: Strategy

This annual workplan is built on the recognition that the decentralisation is a multi-sectoral and inter-disciplinary issue; hence the clustering of the key stakeholders under this single AWP. It therefore focuses on improving representation and collaboration of all key stakeholders particularly women and the youth in decision-making at all levels within the decentralised governance structures and processes in Ghana. Addressing the issues of representation in decision making results in enhanced efficiency of public services and promotes political participation, transparency and accountability.

In the light of the above, this AWP will seek to consolidate previous interventions, employing the dual and complementary approach of (i) capacity development of the key institutions in this cluster, to enable them respond adequately to the public; and (ii) enhanced public education and engagement in collaboration with the relevant institutions, to enable the public demand their rights and at the same time co-operate and fulfil their responsibilities. It is for this reason that the NCCE is identified as a critical partner to help deepen the understanding of the populace on the decentralised governance system and its processes as well as the roles of key players including civil society, to enhance participation and social auditing. This would be pursued in collaboration with the other partners such as PPA which help in improving public procurement at all levels to ensure effective participation of the public and other key players in monitoring procurement processes for transparency, accountability and effective use of available resources for the benefit of the public. Similarly the GACC and LOGNet, representing CSOs, would assist in promoting participation, transparency and

accountability, in collaboration with CHRAJ, while the MLGRD facilitates policy reviews, formulation and implementation, to expedite the process of decentralisation.

Using the experiences of the 2008 general elections, the AWP will aim to assess and address some of the deficiencies within the entire electoral system of the country in order to strengthen representative governance in Ghana, having in mind the upcoming 2010 District Assembly Elections. Issues to be addressed would include public education on civic responsibilities such as voting, participation in decision-making processes within the decentralised governance system and implementation, monitoring and evaluation of development programmes/projects, with emphasis on the role of women in governance, the use of ICT in governance and collaboration and peace-building with all partners, among others.

Finally, in recognition that the current political administration is new, this AWP provides room for future review and amendments to reflect the priorities of the new government.

2.1 Support to the Decentralisation Process: Ministry of Local Government and Rural Development
For this year, UNDP will support a review of the GoG's decentralisation agenda, including the development of an overall strategic decentralisation framework, which includes a fiscal decentralisation framework. Support will also be targeted at helping to strengthen the decentralisation legal provisions in Ghana.

2.2 Providing Support to the Electoral Process: Electoral Commission
UNDP's support for the 2010 District level elections and 2012 Presidential and Parliamentary elections will be guided by an assessment of the outcome of the 2008 elections taking into consideration the roles of all key players and stakeholders, such as the NCCE, National Peace Council, civil society organisations, the political parties, the media, the judiciary and security agencies. Other activities would include training for personnel on media and information management and the application of electoral results collation software. All these are aimed at improving the entire electoral system in Ghana.

2.3 Promoting Civic Education: National Commission for Civic Education
UNDP will increase its support to NCCE to undertake civic education on the constitution, legislative processes and Ghana's decentralized system of governance to empower the citizenry. This will help promote effective public participation in policy formulation and implementation and encourage a culture of debate as part of the democratic process. It will also assess its role in the 2008 elections with the aim of improving upon it for future elections.

2.4 Promoting Transparency and Accountability: Public Procurement Authority
This AWP will contribute to ensuring increased transparency and accountability of public institutions by enhancing the capacity of the Public Procurement Authority to enforce the procurement law, and educate officials of state agencies on proper application of the procurement rules. It will also sensitise CSOs on the procurement law so that they can demand accountability from state institutions.

2.5 Enhancing Civil Society Participation
To complement the work of the above institutions, UNDP will provide targeted support to CSO groups working in the areas of decentralisation and transparency to enhance civil society participation in the local governance and decision-making processes and also encourage CSOs' internal accountability. The two main civil society networks that will be supported under this AWP are the Ghana Anti-Corruption Coalition (GACC) and the Local Government Network (LOGNet). Civil society networks such as the GACC and LOGNet unite civil society organisations and help develop a single voice for civil society. Thus, networks can become a stronger force of change than single organisations, and are also easier to deal with.

Part III. Management Arrangements

Bringing together different inter-related partners under one annual workplan is a cost effective way to maximise results by drawing on the individual strengths of each partner and collectively contributing to the outcomes expected from the UNDAF. To ensure proper coordination and good results, this AWP will have the following management structure:

Steering Committee: To be responsible for making management decisions on a consensus basis for the AWP, including approval of the Annual Work Plan. Final decision making on AWP activities and accountability rests with UNDP in accordance with its applicable regulations, rules, policies and procedures. The Steering Committee is expected to meet at least once every quarter to monitor progress on the implementation of the AWP, learn and share and advise UNDP on progress.

Role of Implementing Partner (IP): The IP is responsible and accountable for managing the entire AWP, including the monitoring and evaluation of activities, achieving targets and outputs, and for the effective use of UNDP resources. A single IP is designated to lead the management of the AWP. The Implementing Partner may enter into agreements with other organizations or entities to assist in successfully delivering project outputs. Possible Implementing Partners include government institutions, other eligible UN agencies and Inter-governmental organizations (IGOs), UNDP, and eligible NGOs. Eligible NGOs are those that are legally registered in the country where they will be operating.

Despite the existence of a single IP, funds to undertake various components of the AWP will be disbursed directly to each partner.

Responsible Parties: The Responsible Parties are the entities responsible for the implementation of particular component of this AWP. Responsible Parties are expected to report back on achievements of results for the component for which they are accountable to the Project Manager.

Project Manager (or Project Coordinator): Where necessary, and with the approval of partners, a Project Manager will be appointed or recruited to be responsible for the day-to-day management and decision-making for the project. The appointment or designation of a project manager will be the responsibility of the IP. The PM will usually be a senior official from the concerned IP who is expected to manage both the substantive aspects (such as implementation, monitoring and evaluation) and budgeting/financial management aspects and reports to the Implementation Committee. In the absence of such an already existing arrangement in the Government department, the IP will have to hire a full time Project Manager (as per its rules and procedures) on project costs, or the IP requests UNDP to appoint or hire the Project Manager, in which case UNDP rules and procedures apply.

The Project Manager is responsible for the quality and timely development and delivery of the following:
- Quarterly Workplans
- Communication and Monitoring Plan
- Quarterly Progress Report, including update of issues log and lessons learned log
- Annual Progress Report
- Quarterly and Annual Funding Authorization and Certificate of Expenditures – FACE
- Final Project Report at the end of the project

Part V. Monitoring and Evaluation

The AWP will be reviewed quarterly according to UNDP standard procedures and policies. UNDP Country Office experience will be shared with implementing partners to ensure that project activities are properly documented. The output indicators will serve as the reference point for the development of a frame work for

M& E activities. Monitoring will be participatory, and serve both as a data collection and reporting tool as well as a project management tool. The programme officer in conjunction with the project partners will be responsible for the preparation and submission of the following reports that form part of the monitoring process.

Inception Report:
An inception meeting including all the project partners will be held and an inception report prepared. It will include a detailed quarterly work plan, describing the activities and progress indicators that will guide the implementation of the AWP. The report will also include a detailed quarterly project budgets for the period of implementation, monitoring and evaluation framework and a detailed procurement plan.

The inception report will include a more detailed narrative on the institutional roles, responsibilities, coordinating actions and feedback mechanisms. A section will be included on progress to date on project establishment and start-up activities, and an update of any changed external conditions that may affect project implementation. A detailed schedule of project reviews meetings will be developed.

Quarterly Progress Reports
These, outlining main updates in project progress, including a financial report, will be provided quarterly to UNDP and the External Resources Mobilization (ERM) Division of the Ministry of Finance and Economic Planning by the implementing partners.

PART VI: Risks and Assumptions

In view of the change in government, policy direction and government priorities may also change. This is however not anticipated to be very drastic since the prevailing situational analysis that informs the interventions in the AWP still persist. The second challenge is bringing together all the institutions in Representation and Participation cluster under one AWP. Hitherto these institutions worked independently.

Management of Risks: As part of the management arrangement, a flexible approach is adopted whereby quarterly reviews will be used to discuss and reflect government's priorities, where necessary. The consultative and dialogue processes employed in making this new arrangement possible will continue to be employed to ensure full participation and commitment of all partners, for the smooth implementation of the AWP.

Part VII. Legal Context

This Project Document shall be the instrument referred to as such in Article I of the Standard Basic Assistance Agreement between the Government of the Republic of Ghana and the United Nations Development Programme. The host country implementing agency shall, for the purpose of the Standard Basic Assistance Agreement, refer to the government co-operating agency described in that Agreement.

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

a) Revision of, or addition to, any of the annexes to the Project Document;

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

c) Mandatory annual revisions which re-phase the delivery of agreed project inputs or increased 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 Project Document.

SECTION II: RESULTS AND RESOURCES FRAMEWORK

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				EXECUTING PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Total ($)
PROMOTING CIVIC EDUCATION									
Target: NCCE implementing Strategic Framework, in close collaboration with key stakeholders Indicator 2.1: NCCE Strategic Framework adopted, which reflects stakeholders' perspectives	1. Implementation of key recommendations under the NCCE Strategic Plan • Capacity Building of staff in Facilitation Skills. • Production of Educational Materials		X	X	X	NCCE	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 Com./Misc. – 2,000	30,000 20,000
Indicator 2.2: Number of public hearings & workshops conducted on Strategic Framework	2. Civic awareness creation/Public education on the decentralised governance processes • Constitution Week Celebrations to promote Citizens Responsibility and Governments Accountability. • Promotion of the study of the Constitution through Constitution Games in educational institutions		X	X	X	NCCE	TRAC	• Venue/Conference package – 35,000 • Travel – 10000 • Prizes – 6,000 • Com./Misc. – 4,000	30,000 25,000
	3. Performance assessment of the NCCE during the 2008 elections		X	X	X	NCCE	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 Com./Misc. – 2,000	15,000
	Subtotal								120,000
SUPPORT TO THE DECENTRALISATION PROCESS									
1. Ministry of Local Government and Rural Development									
Target: Increased capacity of all relevant stakeholders and	1. Support GoG's review of the decentralisation policy, including the development of an overall	X	X	X	X	MLGRD	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000	50,000

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				EXECUTING PARTY	Source of Funds	PLANNED BUDGET	
		Q1	Q2	Q3	Q4			Budget Description	Total ($)
governance structures for effective participation in decision-making.	strategic decentralisation framework							• Travel – 8,000 • Com./Misc. – 2,000	
	2. Support the development of a fiscal decentralisation framework		X	X	X	MLGRD, with support from UNCDF	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 • Com./Misc. – 2,000	50,000
Indicator 2.1. Number of public hearings conducted									
Indicator 2.2. Number of women holding public positions at local and national levels	3. Institute legal reform to ensure alignment with the decentralisation policy		X	X	X	**MLGRD**	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 • Com./Misc. – 2,000	50,000
Indicator 2.3. Number of women, youth and disadvantaged groups								**Subtotal**	**150,000**
2. CSOs in Local Government Network (LOGNET)									
	1. Capacity building and support to local CSOs on engagement with DAs (in collaboration with SLEC and Economic Policy units)		X	X	X	LOGNET	TRAC	• Consultancy – 5,000 • Venue/Conference package – 25,000 • Travel – 8,000 • Com./Misc. – 2,000	40,000
	2. Regional and National Policy Dialogues on decentralization		X	X	X	LOGNET in collaboration with the NCCE and MLGRD	TRAC	• Consultancy – 10,000 • Venue/Conference package – 40,000 • Travel – 8,000 • Com./Misc. – 2,000	60,000
								Subtotal	**100,000**
SUPPORT TO THE ELECTORAL PROCESS									
	1. Conduct nationwide review and evaluation of 2008 elections involving EC staff and key stakeholders		X	X	X	EC	TRAC	• Consultancy - 10,000 • Venue/Conference packages – 150,000 • Publication – 30,000 • Travel – 20,000 • Com./Misc. – 5,000	215,000

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				EXECUTING PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Total ($)
	• Review and dialogue with media on their role in elections with reference to 2008 elections			X		EC and NMC	TRAC	• Venue/Conference package – 15,000 • Travel – 5,000 • Com./Misc. – 2,000	22,000
	2. Develop a communication strategy for the EC		X			EC with support from NMC	TRAC	• Consultancy – 5,000 • Consultation Process – 7,000 • Travel – 4,000 • Com./Misc. – 2,000	18,000
	3. Train 175 electoral officers on how to operate the election results collation software			X	X	EC in collaboration with UNDP Partnerships Unit,	TRAC	• Venue/Conference package – 35,000 • Travel – 10,000 • Com./Misc. – 5,000	50,000
	4. Train 25 EC directors on communication strategy and media management		X	X	X	EC	TRAC	• Venue/Conference package – 15,000 • Travel – 5,000 • Com./Misc. – 4,000	25,000
	Sub-Total								330,000

PROMOTING TRANSPARENCY AND ACCOUNTABILITY
1. Public Procurement Authority

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				EXECUTING PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Total ($)
UNDP MYFF Goal: Fostering democratic governance Output 1: The capacities of anti-corruption institutions to prevent and combat corruption are enhanced. Indicator 1.1:	1. Establishment of 2 Zonal offices across the country.		X	X	X	PPA	TRAC	• Procurement of Equipment/Logistics – 30,000 • Works – 8,000 • Com./Misc. – 2,000	40,000
	2. Training for CSOs on the Procurement Law and how they can ensure its compliance in government procurements		X	X	X	PPA, NCCE, GACC, LOGNET	TRAC	• Venue/Conference package – 15,000 • Travel – 6,000 • Com./Misc. – 4,000	25,000

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	Q1	Q2	Q3	Q4	EXECUTING PARTY	Source of Funds	Budget Description	Total ($)
								PLANNED BUDGET	
Capacity assessment of the anti-corruption institutions completed and organisational development plans developed	3. Publications (bulletins, flyers) on procurement procedures and opening of tenders		X	X	X	PPA	TRAC	• Dev't of materials – 5,000 • Printing/Dis'tn. – 15,000	20,000
Indicator 1.2: Right to Information Act passed	4. Media encounters an airing of documentaries		X	X	X	PPA	TRAC	• Venue/Conference package – 3,000 • Airing on Media network – 12,000	15,000
Indicator 1.3: Number of awareness raising events held	**Sub-Total**								100,000
2. Ghana Anti-Corruption Coalition									
Indicator 1.4: Number of trainings attended by staff of anti-corruption institutions	1. Analysis and development of corruption monitoring indicators and matrix		X	X	X	GACC	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 • Com./Misc. – 2,000	20,000
Baselines: • Existence of perceptions surveys of corruption in Ghana	2. Media monitoring on its reportage of Transparency & Accountability issues and follow up capacity enhancement training		X	X	X	GACC/PPA	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 • Com./Misc. – 2,000	30,000
• Existence of active civil society • Lack of political will to fight corruption	3. Skills development & Public Education for local communities on transparency & accountability		X	X	X	GACC	TRAC	• Consultancy – 10,000 • Venue/Conference package – 30,000 • Travel – 8,000 • Com./Misc. – 2,000	30,000
UNDP MYFF Goal: Fostering democratic governance	4. Regional level policy dialogues		X	X	X	GACC	TRAC	• Venue/Conference package – 10,000 • Travel – 6,000 • Com./Misc. – 4,000	20,000
Output 1: The capacities of anti-corruption institutions to prevent and combat corruption are	**Sub-Total**								100,000

Office of the President (OOP)

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				EXECUTING PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Total ($)
enhanced. **Indicator 1.1:** Capacity assessment of the anti-corruption institutions completed and organisational development plans developed	Expansion of functionality of internet M and E portal to the selected MDAs		x	x	x	OOP	TRAC	• Logistics/equipment – 8,000 • Consultancy – 2,000	10,000
	Capacity development training programmes for staff of MDAs and OoP and project support personnel on M and E processes		x	x	x	OOP	TRAC	• Training- 5,000	5,000
Indicator 1.2: Right to Information Act passed **Indicator 1.3:** Number of awareness raising events held	Establishment of a public sector call centre and conduct Public Awareness of call centre front desk		x	x	x	OOP	TRAC	• Establishment of call centre – 12,000 • Media announcements - 3,000	15,000
Indicator 1.4: Number of trainings attended by staff of anti-corruption institutions **Baselines:** • Existence of perceptions surveys of corruption in Ghana • Existence of active civil society • Lack of political will to fight corruption	Support to Presidential commissions on pensions		x	x	x	**Pension Reform Implementation Committee (PRIC)**	TRAC	• Consultations/ Consultancies – 30,000	30,000
	Sub-Total								60,000

NATIONAL APRM GOVERNING COUNCIL (NAPRM –GC)

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				EXECUTING PARTY	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Source of Funds	Budget Description	Total ($)
	Consultations of key governance institutions/stakeholder and Development of governance assessment indicators							• Consultancy – 5,000 • Venue/Conference package – 25,000 • Travel – 8,000 • Com./Misc. – 2,000	40,000
	Sub- Total								40,000
AWP IMPLEMENTATION, MONITORING AND COORDINATION									
	Support to project management (incl. project evaluation, Staff capacity building, etc.),		X	X	X	UNDP/ Partners	TRAC		60,000
	Monitoring/Field visits		X	X	X	UNDP/ Partners	TRAC		10,000
	Quarterly meetings of partners		X	X	X	UNDP/ Partners	TRAC		6,000
	Audit cost		X	X	X	UNDP	TRAC		4,000
						Subtotal			80,000
								TOTAL	US$ 1,080,000.00
								ISS (5%)	US$ 54,000.00
								GRAND TOTAL	US$ 1,134,000.00