

2012 ANNUAL WORK PLAN INSTITUTIONAL SUPPORT TO INTEGRATE DISASTER RISK REDUCTION INTO NATIONAL DEVELOPMENT PLANS



Ghana

UNDAF Outcome:

National systems and existing institutional arrangements for climate change mitigation, adaptation and disaster risk reduction, as defined in the Hyogo Framework for Action at the district, regional and national level are functional

Implementing partner:

National Disaster Management Organization

(NADMO)

Other partners:

Ministry of Water Resources, Works and Housing (MWRWH)

Narrative

The project will provide support towards advocacy, strategic policy advice and capacity development to targeted institutions for disaster risk reduction (DRR).

Aware of the need to strengthen national capacities for disaster management, support will focus on increasing Ghana's resilience to natural and man-made hazards, by:

- enhancing capacity at the district level in the areas of DRR and disaster preparedness, in order to: scale up support to enhance awareness creation and DRR mainstreaming at the local level; improve capacity of districts to timely and effectively respond to emergencies; provide knowledge and tools to local artisans/masons and district officers to promote a sustainable and disaster resilient housing infrastructure.
- Mainstreaming DRR into national building regulations, through the revision and adoption of the National Building Guide.

Programme Period:

Jan - Dec 2012

Programme Component: Strategic Policy Advice

Intervention Title:

Institutional support to integrate Disaster Risk Reduction into national development plans

Duration:

12 months

Estimated annualized budget: USD 500,000 (USD 140,000 to be mobilized)

Allocated resources:

UNDP TRAC: USD 360,000

Agreed by Implementing Partner:

Agreed by UNDP:

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I: SITUATION ANALYSIS

Ghana is situated in one of the world's most complex climate change regions, affected by tropical storms and the climatic influence of the Sahel and two oceans. Conclusions of various models and projections vary enormously, but they show clear signs of climate change and confirm Ghana's vulnerability. First, there are clear signals of warming in all models. An increase of 1°C has been seen over the past 30 years. One recent projection estimates temperature increases of 1.7°C to 2.04°C by 2030 in the northern Savannah regions. Second, there is uncertainty on rainfall – it may increase, or it may decrease. Ghana's climate is highly variable and the country can expect more intense weather events, such as torrential rains, excessive heat and severe dry winds as a result of climate change.

For example, floods have become a recurrent phenomenon in Ghana. In 2007, floods affected more than 300,000 people in the country, resulting in loss of life, infrastructure, livelihoods and food security. The 2007 floods were believed to have required more than \$25 million for emergency response, and to have resulted in more than \$130 million worth of direct damage.

Ghana has become a lower-middle income country, but there is a broad recognition that climate change and natural disasters constitute a significant development challenge. Ghana has made major progress on poverty reduction in recent decades, although results are mixed, especially in the north, and it is the poorest people who bear the brunt of climate change and disasters. A north-south poverty divide is exacerbated by climatic stress in northern regions where temperatures are already relatively high. Lower agricultural productivity and flooding are only increasing the pressure to migrate to the southern part of the country.

There has been high-level commitment from government to shift the national agenda from a disaster response approach to a disaster prevention and risk reduction approach. The development of the Ghana Plan of Action on Disaster Risk Reduction (DRR, recently finalized, constitutes a milestone in this process. The Plan, articulated according to the 5 pillars of the Hyogo Framework of Action, represents a coordinated national framework which will guide the interventions of the Government of Ghana with the overall objective of making the country resilient to natural and man-made disasters. It entails policy change, advocacy and awareness creation, substantive investments in infrastructure and in general the development and implementation of strategies to change systems and prevent disasters from happening.

II: PAST COOPERATION AND LESSONS LEARNED

In the 2011 AWP, the integration of climate change and DRR moved higher up on the development policy agenda as a result of UNDP's strategic support to Government to ensure that climate change and DRR issues are fully integrated and sustained in national planning processes, especially at district level. This past cooperation has centered on providing targeted support to Government to effectively coordinate climate change efforts in order to exploit synergies as well as manage climate change/disaster risks among key institutions. UNDP support has led to the following achievements:

- Five Year Plan of Action on DRR developed.
- "National Building Guide for Lightly Loaded Structures in Disaster Prone Areas" developed and disseminated in the Greater Accra districts.

Assessment of incorporating DRR into school curricula conducted.

 Forums to promote gender sensitive culture in DRR conducted in 15 selected districts in the 3 Northern Regions.

High level training on DRR (for ministers and local authorities) conducted.

Through this support, UNDP played a prominent high-level advocacy role, which was fundamental in pushing the national agenda towards the adoption of a more proactive approach to disasters.

Lessons learned:

The greatest challenge is how to coordinate climate change and disaster risk reduction initiatives from sectoral perspective in order to derive the maximum synergies. The government is strongly committed to improve its policies and strategies related to disaster risk management led by the National Disaster Management Organization (NADMO). A national contingency plan has been developed to improve the preparedness and response capacity of Ghana, especially with regard to coordination and information sharing. Additionally, a Plan of Action on DRR has recently been developed. Support is needed to strengthen the capacity of NADMO and other MDAs to coordinate and implement DRR activities included in the Plan.

III: STRATEGY

UNDAF 2012-2016: UNDP Sustainable Development Cluster

The challenges posing threat to sustainable development in Ghana can be broadly classified into 1) degraded natural resource base; 2) carbon intensive energy supply and inequitable access to energy; 3) adaptation deficit; and 4) disasters. Government's efforts to tackle these problems are constrained by lack of predictable finance, weak institutional coordination, low capacity to retain expertise with the government system, and the persistence of reactive management approaches.

UNDP proposes to tackle these challenges within a broader development context that would facilitate synergy amongst the five thematic areas of UNDP's work: 1) disaster risk reduction, 2) climate change mitigation and adaptation, 3) energy, 4) chemicals management, and 5) biodiversity.

In line with the UNDAF (2012-2016), and in particular with Outcome 3, UNDP will provide support to strengthen the capacity of Ghana to address energy and environmental challenges at national, regional, and local levels, by focusing on key priority areas, namely climate change, disaster risk reduction and biodiversity.

In the area of climate change mitigation and adaptation, the overarching aim of UNDP support is to promote Ghana's transition towards a low-carbon and climate resilient society. UNDP will therefore scale up its support for integrating adaptation and mitigation strategies and practices into development policies, plans and programmes. Under the current UNDAF, UNDP's capacity development programmes on climate change will be broadened to include policy development, coordination, and international negotiations. UNDP will also engage the public and private sectors towards strengthening their capacity to mobilize and absorb

international climate finance. In addition, UNDP will support government's effort to fulfill its international commitments, e.g. in the area of chemicals management.

Building on lessons learnt from several years of working alongside the Energy Commission, UNDP will contribute to achieving the Government of Ghana's twin objectives of securing diverse energy sources, primarily by increasing the share of renewable energy in the country's energy mix, and improving energy efficiency. This will be instrumental for Ghana to achieve its goal in becoming a middle-income inclusive economy in a sustainable way.

UNDP has been the Government of Ghana's key partner towards shifting the national paradigm from emergency response to disaster risk reduction. In this connection, UNDP supported the development of the Ghana Plan of Action for DRR (2011-2015). Under the current UNDAF, UNDP will support the Government of Ghana in effectively implementing the plan and reinforce the institutional capacities of NADMO to better coordinate and implement DRR, preparedness, and response initiatives.

A new area of UNDP focus is on biodiversity with the current UNDAF emphasis on preservation of water bodies and afforestation. UNDP will provide support in strengthening policy and regulatory framework for mainstreaming biodiversity into national strategies.

The current UNDAF is in a strong position to advance sustainable development because it can leverage the wealth of lessons and experiences from the six trust fund-supported projects and programmes, which will be concurrently implemented within the current cycle. In addition, UNDP also has a long working relationship with institutions that should be inter-linked to achieve sustainable development, such as the Energy Commission, Environmental Protection Agency, Ministry of Environment, Science and Technology, and the National Disaster Management Organization. Furthermore, partnership with the Forestry Commission will be built to advance the work on biodiversity conservation.

The 2012 AWPs within the UNDAF

Within the framework of UNDAF, the 2012 AWPs (one on climate change, one on DRR) propose to build on the milestones of the previous work and these efforts will be complemented by non-core resources, which tackle climate change and disaster risk reduction through the following initiatives:

- In the area of adaptation and disaster risk reduction, the Africa Adaptation Programme (AAP) is focusing on building capacities and financing options for climate change adaptation with focus on early warning systems.
- The Climate Change and Health project (GEF) will focus on increasing the adaptive capacity
 of national health institutions through the establishment of a climate change and health
 early warning and management system with information on likely incidence of climatesensitive diseases.
- The Joint Programme on Climate Change Adaptation and Disaster Risk Reduction will focus
 on mainstreaming climate and disaster risks into district development plans in the three
 northern regions in Ghana as well implementing adaptation measures in these
 communities through partnership with WFP, FAO, and UNU.
- The Integrated Drylands Development Programme will focus on mainstreaming drylands development issues into the national, district and community level plans as a way of

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ensuring sustainable environmental management and poverty reduction within the context of the United Nations Convention to Combat Desertification.

- Climate change mitigation will be tackled by the Energy Efficiency project (GEF), which
 seeks to address the reduction of energy waste through the introduction and enforcement
 of minimum energy performance standards and labels for refrigerating appliances.
- The Montreal Protocol projects will focus on the management and phasing out of Ozone Depleting Substances, through enforcement, and training of refrigerant technicians in the conversion of HCFC based A/C equipment to ozone friendly alternatives.

Given the synergies with key priorities identified in existing initiatives as well as with priorities identified through the Natural Resources and Environmental Governance (NREG) programme, it is clear that the AWPs are consistent with national commitment to achieving both broader national development goals and UNDAF relevant outcomes under which this initiative falls. Additionally, the disaster risk reduction component is complemented by other initiatives related to emergency response and recovery carried out by UNDP-BCPR (Recovery Programme) and other UN Agencies, such as WFP and UNICEF.

The current AWPs will continue to provide support under two themes and as much as practicable, ensure wider impacts by holistically delivering them as a package. The two thematic areas are:

- climate change (low emissions climate resilient development strategies)
- disaster risk reduction

DRR and CC are interlinked primarily because CC is expected to increase the severity of disasters. However, the overlap between the two is not complete because not all disasters are caused by climate events. Hence it is necessary to maintain the distinction between the two from a programmatic/operational perspective. In addition, the implementation of DRR and CC activities is led by two different Implementing Partners. This notwithstanding, UNDP work will make sure that the two themes will be consistent and reinforcing.

The following strategic enablers will be employed to support delivery of each thematic area. These include capacity building and knowledge sharing, community-demonstration of major mechanisms and concepts, awareness creation, strengthening of institutional leadership and coordination.

2012 AWP on Disaster Risk Reduction

Output 1: Districts are better positioned to undertake DRR activities, with focus on the building sector, and better prepared to timely and effectively respond to emergencies.

This output is aimed at strengthening Ghana's resilience to natural and man-made disasters, by enhancing capacity at the district level in the areas of disaster risk reduction and disaster preparedness. The first component will be achieved through the dissemination of the National Building Guide, targeting local masons and building inspectors, to make sure that new lightly loaded structures are disaster resilient. Additionally, the creation of District Platforms on DRR will enhance mainstreaming of DRR into development plans and awareness creation at the local level. Indeed, the aim of these multi-stakeholders platforms is to make coordination more effective and accessible at the grassroot level and capable of ensuring DRR mainstreaming in the districts' development agenda.

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The second component will be achieved through the development/revision of district disaster management plans, which will enable district institutions to timely respond to emergencies in a coordinated manner.

- Activity 1.1: Design and implement an engagement plan of the "National Building Guide for Lightly Loaded Structures in Disaster Prone Areas" in 20 vulnerable districts of the Northern Region.
- Activity 1.2: Support and train District Assemblies to develop district disaster management plans in the Eastern Region.
- Activity 1.3: Support the creation of District Platforms on DRR in the Eastern Region to promote DRR mainstreaming in district development plans.

Output 2: Ghana's safety standards in the building sector enhanced, through the revision and adoption of the National Building Code.

This output is aimed at reviewing, finalizing and adopting the draft National Building Code. A building code is a set of rules that specify the minimum acceptable level of safety for constructed objects such as buildings and nonbuilding structures. The main purpose of building codes are to protect public health, safety and general welfare as they relate to the construction and occupancy of buildings and structures. The current Building Code was adopted during the colonial rule and does not ensure that buildings are constructed in a climate/disaster resilient way. The revision process will make sure that DRR is incorporated into the Building Code and, together with the dissemination of the Building Guide at the district level, will reduce the magnitude of natural and man-made disasters.

Activity 2.1: Revise and adopt the draft Building Code.

Activity 2.2: Sensitize key stakeholders on the revised Building Code.

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 labor 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.

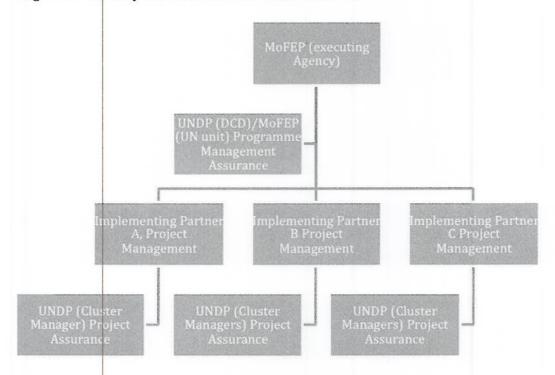
UNDP is leading three UNDAF outcomes, that is Disaster Risk Reduction and Climate Change, Political Governance and Evidence based Policy Planning and Budgeting which corresponds to its internal programme structure with a "governance cluster", an "Inclusive Growth Cluster" and a "Sustainable Development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



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;

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- Maintain documentation and evidence that describes the proper and prudent use of project resources¹ 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 & EVALUATION

Monitoring is a continuous function that aims primarily at providing management and main stakeholders of a country programme or a project with early indications of the progress, or lack thereof, towards delivering intended results. As a minimum, on annual basis, the following monitoring activities must be carried out in accordance with the programming policies and procedures outlined in the UNDP User Guide and the project will be monitored through the following:

- On a quarterly basis, a project progress reports shall be submitted to UNDP
- 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 in Atlas and regularly updated by reviewing the external environment that may affect the AWP implementation.
- A project Lesson-learned log shall be activated and regularly updated to ensure ongoing learning and adaptation within the organization, and to facilitate the preparation of the Lessons-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
- > Reviews: A midyear review and an annual review shall be conducted to assess the performance of the AWP and appraise the Annual Work Plan (AWP) for the following year.

Field visits: A representative from the UNDP office 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 one week of return to the office.



¹ 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.

VI: AUDIT CLAUSE

As per UNDP regulations, policies and procedures, audit would include the review of work plans, progress reports, project resources, project budget, project expenditure, project delivery, recruitment and procurement process, operational and financial issues and management of project plants, property and equipment. To ascertain with due procedures are followed and value for money. This shall be done in conformity with UNDP rules.

VII: RISK AND ASSUMPTIONS

The general political and economic environment of Ghana is stable and conducive for development, it is assumed that Government will continue to show commitment; demonstrate political will and create an enabling environment for development interventions to strive. 2012 being an election year however has implications on project implementation. There is the risk that IPs and RPs may be overly indulged in politics and may have limited commitment to implementation of planned activities. In addition, this year is the beginning of a new programme cycle 2012-2016; new IPs and RPs would have limited knowledge of UNDP processes. Furthermore, the new management arrangement contained in the AWP may create some relationship and reporting challenges. This may also impact on the implementation, and ultimately the planned results.

Management of Risks/Assumptions

To mitigate these challenges, most activities are planned to be completed before the last quarter of the year where active political activities will be taking place. In addition, and inception workshop and training will be organized to brief IPs and RPs on UNDP processes and the how the new management arrangement will work.

VIII: LEGAL CONTEXT

This document together with the 2012-2016 UNDAF signed by the Government of Ghana 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 CPAP 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 and its personnel and property, and of UNDP's property in 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 the 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 breach of this agreement. The implementing partner

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agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to 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-contracts or sub-agreements entered into under this AWP".

The UNDP Resident Representative and Country Director in Ghana are authorized to effect in writing the following types of revision 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 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 AWP.

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Annual Work Plan - Year 2012: Disaster Risk Reduction

EXPECTED CP OUTPUTS	PLANNED ACTIVITIES	J	TIME	TIMEFRAME	RESPONSIBLE		PLANNED BUDGET	ET
targets	man maneral common mine management mentital	Q1	Q2	Q3 Q4	4	Source of Funds	Budget Description	Amount (\$)
UNDAF Output 3.4: National policies and strate operationalized by 2014. UNDAF Output 3.6: A national strategy to raise protection of critical facilities is in place by 2013	UNDAF Output 3.4: National policies and strategies on Disaster Risk Reduction, with emphasis on budget allocation to disaster prone districts, are in place and operationalized by 2014. UNDAF Output 3.6: A national strategy to raise public awareness on disaster risk reduction in primary and secondary schools and for improving building safety and protection of critical facilities is in place by 2013	is on	budi	get allo	cation to disaster dary schools and J	prone dis for impro	stricts, are in ving building s	place and safety and
Districts are b	UNDAF UNDP's Key Result: Operationalization of DRR policy supported	f DRI	R pol	icy sup	ported			
positioned to undertake DRR activities, with focus on the building sector and better prepared to timely and effectively respond to emergencies.	Activity 1.1: Design and implement an engagement plan of the "National Building Guide for Lightly Loaded Structures in Disaster Prone Areas" in 20 vulnerable districts of the Northern Region.	×	×		NADMO	TRAC	Consultan ts Trainings Travel Logistics	120,000
Baselines - The current Building Code does not								
properly address DRR. Disaster prevention and preparedness activity not conducted by District Assemblies in a coordinated and effective manner. Indicators	Activity 1.2: Support and train District Assemblies to develop district disaster management plans in the Eastern Region.	×	×	×	NADMO	TRAC	Consultan ts Trainings Travel Logistics	120,000
district level in the Northern Region, aiming to disseminate the building guide to key stakeholders (e.g. masons, building inspectors). Number of districts in the Eastern	Activity 1.3: Support the creation of District Platforms on DRR in the Eastern Region.	×	×	×	NADMO	TRAC	Consultan ts Meetings	60,000
Targets - Ten workshops (grouping 2 districts each) held at the district level in the Northern Region, e building guide disseminated to key stabeholders (and								
disseminated to key stakeholders (e.g. masons, building inspectors). At least 10 districts in the Eastern Region create Platforms on DRR and	Subtotal Output 1							200 000
disaster management plans.	Subtotal Output 1							300,000



GRAND TOTAL									implementation of the AWP	Country Office's summent		Target: Building Code revised and adopted	Indicator: Revised Building Code in place.	Baseline: Draft Building Code dating back 1920.	Output 2: Ghana's safety standards in the building sector enhanced, through the revision and adoption of the National Building Code.	targets	EXPECTED CP OUTPUTS including baselines indicators and annual
	Subtotal		Audit. ISS and miscellaneous costs	M&F	Planning	Equipment	Capacity development for IP and UNDP staff	Communication	NIM Support	NIM Compact	Subtotal Output 2			Activity 2.2: Sensitize key stakeholders on the revised Building Code.	Activity 2.1: Revise and Adopt the draft Building Code.		PLANNED ACTIVITIES List activity results and associated actions
		;	× >	< >	× >	× ;	×	×	>	4					×	1.0	100
		;	< >	< >	× >	< ;	×	×	>	4					×	20	TIMEFRAME
		;	< >	< >	< >	< ;	×	×	>	4				×	×	Q3	RAME
		;	× >	< >	× >	<	\times	×	>	4						Q4	
									UNDP	TIMED				MWRWH	MWRWH		RESPONSIBLE PARTY
(14)									IKAC	7				To be mobil	To be mobil ized	of Funds	
500,000 (140,000 to be mobilized)		eous	Miscellan	Traval	Meetings	Logistics	Travel	Audio	Travel	1						Budget Description	PLANNED BUDGET
500,000 mobilized)	60,000	1,000	27,000	7,000	2 000	6,000	5,000	5,000	8,000	TAO OO	140.000			30,000	110,000	Amount (\$)	OGET

