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**Draft country programme document for Ghana (2006-2010)**

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## I. Situation analysis

1. Ghana is currently consolidating itself as a stable and democratic state in West Africa. An indication that it has achieved macro-economic stability is that gross domestic product recorded a growth of 4.5% in 2002 and 5.2% in 2003. The nation is pursuing a development strategy centered on poverty reduction and wealth creation. However, although good progress has been made in reducing overall and extreme poverty, further poverty reduction remains the major development challenge in Ghana. Overall poverty reduced from 51.7% in 1993 to 39.5% in 1999, and extreme poverty fell from 36.4% to 27% over the same period. While the trend is a positive one, gender and occupational inequities remain. The Gini coefficient is 0.30 as per the 2004 Human Development Report (HDR).

2. Ghana is placing increasing emphasis on the Millennium Development Goals (MDGs) and stepping up its efforts to achieve them. This has translated into stronger advocacy, formulation of specific policies and stronger linkages between the MDGs and the forthcoming Ghana Poverty Reduction Strategy (GPRS). A needs assessment and costing exercise are being conducted under the auspices of the Millennium Project.

3. The GPRS is the national framework for policies and for the allocation of domestic and external resources targeted at poverty reduction. The 2003-2005 GPRS identifies the five areas that the Government identified as priorities for its strategy to fight poverty. These are:

- Sound economic management for accelerated growth;
- Increased production and promoting sustainable livelihoods;
- Direct support for human development and the provision of basic services;
- Special programmes to support the vulnerable and excluded;
- Good governance and increased capacity of the public sector.

The Government has started work on the revision of the GPRS in consultation with key national stakeholders and development partners. It is expected that the revised GPRS will be ready in mid-2005. One of the key features of GPRS revision will be the

mainstreaming of environmental issues based on the Strategic Environmental Assessment (SEA) process.

4. Ghana is further consolidating democracy and good governance. The successfully organized Presidential and Parliamentary elections in December 2004 represented a milestone in that process. As part of the New Partnership for Africa Development (NEPAD), Ghana is one of the first countries that volunteered and implemented the African Peers' Review Mechanism (APRM), which represents another milestone in the country's effort to further its democratization process.

5. Despite the economic development and democratic consolidation, however, Ghana still faces a number of challenges. The country is subject to local conflicts, primarily those pertaining to chieftaincy or land disputes. Since it attaches high priority to preventive measures and the promotion of peaceful resolution of conflicts, a number of initiatives on the promotion of dialogue, reduction of tensions, and control of small arms and light weapons have been launched by the Government, with the active support of the United Nations Development Programme (UNDP) and other partners.

6. The gender issue calls for sustained efforts. The Government has taken a number of policy and institutional measures to promote gender equality and there are strong, active civil society organizations (CSOs) addressing the issue. However, the 2004 HDR disaggregated figures for income, literacy and enrolment indicate the persistence of gender inequality. For instance, in the 2004 elections, merely 25 women were elected as Members of Parliament, out of a total number of 230 seats.

7. As of 2003 Ghana had a HIV prevalence rate of 3.6%. While this rate is still comparatively low, it is projected to rise and, therefore, the Government has formulated a national response.

8. A large portion of external assistance to Ghana is channeled through a Multi-Donor Budget Support System (MDBS), formulated in 2003, to finance budgetary operations over the medium-term in support of the GPRS. Currently the MDBS group has 10 development partners as members, and also has a number of observers, including the United Nations system.

9. The United Nations country team in Ghana has been working together closely for the preparation of the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF). In addition, the MDGs and the Millennium

Project have provided a strong incentive for the United Nations system to work together and help Ghana achieve these Goals.

## II. Past cooperation and lessons learned

10. The Common Country Framework (CCF) II was focussed on three major themes, namely poverty reduction, consolidation of democracy and environment/energy. *The poverty reduction programme* focussed on support for the development of pro-poor policies and reforms, resulting in the GPRS and the Ghana MGD needs assessment as the major outputs. The country office was in the forefront of coordinating both development partners and national stakeholders in the dissemination, advocacy and promotion of outcomes of these two documents. Advocacy tools such as the poverty and social impact analysis (PSIA), national human development reports and various fora including International Day for Eradication of Poverty (IDEP) were used to promote poverty reduction. This programme assisted in enhancing access by the economically active poor, especially women, to financial services at the district level.

11. *The governance programme* has contributed to building capacities in institutions such as Parliament, the Judiciary and the Electoral Commission through the institution of various fora to enhance dialogue and consensus building. The Governance issue forum, Speaker of Parliament's breakfast forum and the Chief Justice's forum were successful in fostering deliberation on national governance issues. These fora have helped to engender better public engagement, partnership and consensus building for the institutions. The Electoral Commission's improved capacity was demonstrated in the successful conduct of the 2004 elections. UNDP partnered with the media and civil society in monitoring the election process.

12. *The environment and energy programme* assisted the Ministry of Environment and Science to develop policies to monitor the national sustainable development agenda. The effort has enhanced effective coordination and promoted strong cross-sectoral linkages between government departments and institutions in reporting on national development norms and targets. The energy cluster of projects have published and disseminated best practices and promoted the use of liquid petroleum gas (LPG) for delivery of energy services to the rural poor.

13. The various programmes have initiated moves, through advocacy and public relations, to raise and project UNDP's public profile, in order to position the country office as a knowledge-based organization offering a wide range of advisory services to development partners. In addition, the country office has also built strong relationships with donors, government and key stakeholders through joint collaborative activities such as programme formulation, monitoring and evaluation. Continuing efforts should be made to strengthen partnerships during programme formulation through participatory dialogue.

## III. Proposed programme

14. The country programme derives from the CCA and the draft UNDAF prepared in 2003 and 2004 respectively, and builds on the results of the previous CCF. It is intended to support Ghana's efforts in reaching the MDGs, and is consistent with the approach and priorities of the GPRS and the NEPAD.

15. Three main areas have been identified for UNDP programme interventions, which are derived from the UNDAF:

A. Consolidation of democracy;

B. Wealth creation and empowerment of the poor;

C. Vulnerability reduction and environmental sustainability.

Special attention will be paid to cross cutting themes such as gender and HIV/AIDS. UNDP will ensure that the incorporation of these issues as crosscutting themes in the programme will contribute to the formulation and implementation of national strategies and responses.

16. *Type of intervention:* In accordance with the goals of UNDAF, and in full cooperation with the United Nations country team, UNDP will provide policy advice and support national capacity building.

17. *Rights-based approach:* As reflected in the UNDAF, the country team in Ghana is promoting the rights-based approach. In supporting the Action 2 Initiative of the Secretary General, the UNDAF provides a framework for joint interventions of the United Nations system to strengthen human rights related action at the country level. For the three main

areas of the proposed programme, the promotion of the rights-based approach will specifically include:

- (i) Formulation and implementation of rights based development policies;
- (ii) Broadening the traditional economic analysis of poverty and vulnerability by drawing attention to rights and responsibilities of claim holders and duty bearers;
- (iii) Linking rights and environmental protection to reflect the directive principles of state policy of the 1992 Constitution, which enjoins the state to protect and safeguard the national environment.

#### ***A. Consolidation of democracy***

18. Building on the gains made, in particular through the successful conduct of the 2004 elections, UNDP will support the government's commitment to good governance processes to meet increasing citizen demands for transparency, accountability, combating corruption, and increased public participation. This will be done by focussing on three thematic areas: (i) human rights and promotion of a rights based-approach, (ii) participation and inclusion, and (iii) preventive development.

19. In line with the UNDAF, the human rights component entails strengthening the rule of law and access to justice through the human rights-based approach. UNDP will support strengthening the Judiciary, the Commission on Human Rights and Administrative Justice and civil society organizations to enhance access to justice, mainstream the application and use of Alternate Dispute Resolution (ADR) and for human rights education.

20. UNDP will provide assistance to promote effective public participation in policy formulation and implementation, institutionalizing the participation of civil society in parliamentary processes, and encouraging a culture of debate as part of the democratic process. Support will be provided for the active development of institutions dealing with women and children and enhancing the participation of women and youths in governance processes.

21. Building on preliminary work conducted, UNDP will support the government in establishing a national conflict prevention programme. This component seeks to build capacity and structure interventions to deal

with all conflicts including land disputes. The components of the programme will include the creation of an early warning and early response policy mechanism, addressing the youth question, the creation of a national process and mechanisms for conflict management and resolution, responsible media reporting, the development of a critical mass of dispute resolvers, and small arms and light weapons management and de-proliferation.

#### ***B. Wealth creation and empowerment of the poor***

22. The UNDP programme will build on the results achieved during the previous cycle, in particular the support provided for the design and implementation of the GPRS, and the development of innovative approaches for poverty alleviation and private sector development. It will also incorporate and establish strong linkages with the MDGs and the Millennium Project. UNDP interventions will contribute to the UNDAF outcomes, in particular the increased economic productive capacity for sustainable livelihood for the vulnerable groups.

23. Advocacy work will be a backbone of UNDP interventions and will focus on three main areas: (i) Millennium Development Goals and the work of the Millennium Project; (ii) Human development and poverty reduction at the sub-national level; and (iii) partnerships with civil society and non-governmental organizations. UNDP will intensify its campaign for the MDGs, working in close cooperation with the country team and all stakeholders. Advocacy will include awareness raising on the MDGs and on Ghana's efforts to reach the Goals by means of needs assessment, costing and policy formulation, and monitoring the progress made.

24. The UNDP programme will focus strongly on upstream interventions to support policy formulation and implementation through the GPRS. UNDP will support the development of linkages between MDGs and the GPRS, and the monitoring of progress through Annual Progress Reports and other national reporting instruments. In line with the UNDAF outcome related to policy, planning and budget processes at all levels informed by a functional data management system, UNDP, together with other United Nations agencies and development partners, will support the collection and dissemination of statistical data related to

development, and their use for policy formulation and monitoring.

25. In line with the UNDAF and within the framework of the GPRS, UNDP will make selected strategic interventions at the policy level. These will address the employment issues related to growth and poverty reduction, brain drain and returnees' employment. The UNDP supported pro-poor approach will use pilot project results on small and medium enterprises (SME) development and increase access to micro-finance, especially for women entrepreneurs. Pro-poor project and policy interventions will focus on gender equality, sustainable livelihoods and growth with equity. Interventions made jointly with United Nations Industrial Development Organization (UNIDO) and United Nations Conference on Trade and Development (UNCTAD) will also support trade policy formulation and capacity building for negotiations in the context of global partnerships.

26. Pilot interventions for micro-finance will be continued and expanded to include policy work to support the formulation and implementation of a national strategy that will create an enabling environment for micro-finance, and unleash the productive capacity of the poor and vulnerable.

27. Within the context of the Global Compact and its translation at the national level, UNDP will promote public-private sector partnerships and corporate social responsibility. Advocacy and resource mobilization for Ghana development will drive UNDP interventions.

### ***C. Vulnerability reduction and environmental sustainability***

28. Based on the UNDAF and GPRS, the results of this thematic area are expected to contribute to upstream level interventions on sustainable environmental management and energy development to improve the livelihoods and security of the poor. Given the weakness in environmental regulation, UNDP will explore opportunities for the enforcement/improvement in existing laws and regulations that have an impact on the environment. In addition, it will support widespread utilization of more sustainable energy by promoting the LPG Challenge initiative, and seek public sector partnership for the provision of water services in terms of service

delivery, efficiency, effectiveness, equity and financial sustainability.

29. Furthermore, the programme will focus on the mainstreaming of environment and energy into Ghana's policy and planning frameworks. UNDP will offer technical assistance to improve environmental policy and to develop principles and practices to support the mainstreaming of energy and environment into GPRS and other National Policy frameworks.

30. The programme will also include capacity development for coping with environmental vulnerability. It will support the development of an institutional framework for disaster risk reduction in order to reduce vulnerability of affected populations, especially women, to environmental emergencies by the development of disaster risk profiles. In addition to the environmental issue, disaster risk profiles will also be developed for epidemic diseases, especially HIV/AIDS.

### **IV. Programme management, monitoring and evaluation**

31. In the design and implementation of the programme, UNDP will establish strong linkages with the UNDAF results matrix. Programme management will seek to develop synergies among the United Nations system, in particular in key areas such as harmonization and simplification and the development of the rights-based approach in Ghana. Monitoring and evaluation of the UNDAF will be the United Nations country team's responsibility.

32. The programme will promote national ownership and encourage wider participation by stakeholders, in particular the civil society that plays a key role in the GRPS and NEPAD/APRM. National execution will remain the preferred execution modality, with other modalities adopted where appropriate.

33. It is expected that delivery of services will improve through the use of Atlas (software system), in particular its tracking and reporting functions.

## Annex: Results and resources framework for Ghana (2006-2010)

<b>National priority or goal:</b> Reduce poverty by enhancing good governance					
<b>Intended UNDAF outcome:</b> By 2010, capacity for equitable and participatory governance systems made effective at all levels and guided by human rights principles.					
Programme component	Programme outcomes	Programme outputs	Output indicators, baselines and targets	Role of partners <sup>1</sup>	Resources by goal (\$)
1. Fostering democratic governance	1. More effective participation of central and local institutions and civil society for good decentralized governance.  2. By 2010, citizens, in particular the poor and vulnerable, should have improved access to justice and the exercise of their rights.	1. Public and civil society participation and involvement in parliamentary process improved.  2. Public knowledge and understanding of human rights issues and access to justice enhanced.	1.1 <i>Indicator:</i> Number of submissions by CSOs to Parliament and committees of Parliament. <i>Baseline:</i> Limited engagement between CSOs and Parliament. <i>Target:</i> Enhanced participation and inclusion of the public in Parliament proceedings.  2.1 <i>Indicator:</i> Number of legal aid clinics organized at the district levels. <i>Baseline:</i> High litigation cost restricts access to justice by poor and vulnerable. <i>Target:</i> Increased number of free legal aid clinics established in most deserving districts.	Government, Parliament, Judiciary, Electoral Commission, World Bank, United Nations High Commission for Refugees.  Ministry of Justice, Information, Women and Children's Affairs, CSOs, NEPAD.	Regular resources: \$4.62 million Other resources: \$9.79 million Total: \$14.41 million
2. Supporting crisis prevention and recovery	1. Enhanced mechanism put in place for conflict prevention, management and resolution.	Management of conflicts strengthened at all levels.	<i>Indicator:</i> Number of institutions established or transformed for conflict management at national, regional, and community level. <i>Baseline:</i> No formal institutions for managing conflicts in the country. <i>Target:</i> Establish institutions for managing conflicts at all levels of society.	Chieftaincy Institutions, Ministry of Interior, CSOs and Security Agencies.	Regular resources: \$3.0 million Other resources: \$2.74 million Total: \$5.74 million
<b>Intended UNDAF outcome:</b> Increased productive capacity for sustainable livelihoods, especially in the most deprived districts by 2010					
1. Achieving the MDGs and reducing human poverty	1. Incomes increased in deprived districts.	1.1 Four partnerships for community-based capacity building initiatives for income generation, poverty reduction and sustainable livelihoods piloted.	1.1 <i>Indicator:</i> Increase in community managed income projects with at least 50% benefiting women. <i>Baseline:</i> No mass approaches to address youth and women employment and poverty reduction. <i>Target:</i> Five pilot technical advisory services	UNIDO, Food and Agricultural Organization (FAO), International Trade Centre (ITC), World Bank,	Regular resources: \$4.95 million Other resources: \$12.8 million Total: \$17.75 million

<sup>1</sup> The list should focus on strategic partnerships for the achievement of the outcome.

	2. An enabling environment created for private sector development and foreign direct investment.	2.1 Access by economically active poor, especially women, to financial services improved. Capacity of Ministry for Private Sector Development and Trade and Industry enhanced to implement Private Sector Development Strategy and Trade Sector Support Programme.	and capacity building initiatives for income generation in place. Two should be for women.  2.1 <i>Indicator:</i> Increase in client access to microfinance institutions (MFIs). <i>Baseline:</i> MFIs operating at sub-optimal level. <i>Target:</i> Increase in client access by 60%, two-thirds of whom should be women. <i>Indicators:</i> Pro-private sector indicators incorporated in various sector policies and programmes; Reduction of time and cost for business start-up; New laws in place to protect investors. <i>Baseline:</i> Existing policy/regulatory frameworks not private sector friendly. <i>Target:</i> Enhanced policy and regulatory frameworks supportive of private sector/investors.	German Government Development Agency (GTZ), International Fund for Agricultural Development (IFAD).	
2. Managing energy and environment for sustainable development	1. Establishment of regulatory framework for ensuring sustainable use of natural resources, water, and energy for improved livelihood.  2. Strengthened governance and institutional framework for disaster risk reduction.	1.1 Draft regulatory frameworks on energy and environment.  2.1 Draft disaster policy and programme.	1.1 <i>Indicators:</i> Participatory platform for developing the new legislative frameworks; Number and quality of draft legislative frameworks. <i>Baseline:</i> Gaps in regulatory mechanisms as of December 2005. <i>Target:</i> Enhanced regulatory framework for preparation of sectoral plans.  <i>Indicator:</i> Quality of draft policy and programme. <i>Baseline:</i> Number of policy documents for disaster risk reduction as of Dec. 2005. <i>Target:</i> Increased number of contingency and disaster risk management plans.	United Nations University (UNU), FAO, United Nations Environment Programme (UNEP), Government.  World Food Programme (WFP), FAO, Government.	Regular resources: \$ 2.5 million Other resources: \$3.0 million Total: \$ 5.5 million