

## **GPP Mission Report**

***Scoping Mission in support of the Government of Ghana  
(NADMO)  
and the UN Country Team  
for the Global Preparedness Partnership (GPP)***

**14-18 May 2018, Accra and Tamale**



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## Acknowledgement

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We would also like to thank all the partners and stakeholders for providing us with insights and feedback to sometimes complex questions related to the coordination for emergency response.

We appreciate the passion and enthusiasm voiced during our stay in Accra and in Tamale, toward our collective goal, enhancing preparedness for response and recovery.

***GPP Scoping Mission Team***

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*15 June 2018*

## 1. Context

In October 2017, the National Disaster Management Organisation (NADMO) of Ghana applied for the Global Preparedness Partnership (GPP), which supports focused, coherent, coordinated preparedness with national governments in the driver's seat. It supports countries to reach a minimum level of preparedness so that disaster events can be better-managed locally with reduced need for international assistance. The GPP builds on existing international and national initiatives to make high-risk countries ready to respond to, and recover from, disasters resulting from natural hazards and climate-related risks. Linking recovery and response planning at the preparedness phase bridges the humanitarian-development divide. Ghana was one of the 25 countries that applied and qualified to call on the GPP for preparedness support.

The GPP established the Multi-Partner Trust Fund (MPTF) to support preparedness capacity building programmes globally. Although the MPTF remains unfunded, one of the Core GPP member, World Bank/Global Facility for Disaster Reduction and Recovery (GFDRR) supports initial Diagnostic Reviews to determine preparedness support programmes with financial resources. Six countries were selected so far, but Ghana has not been selected. For the countries not selected by the WB/GFDRR, it was recommended that an initial scoping process be conducted by a multi-institutional mission or in-country working group, to agree on key areas for a Diagnostic Review and to approach country-specific donors that can potentially finance the Review.

In Ghana, the UN Resident Coordinator and NADMO requested support to identify main gaps in response capacity at national/local level, and to draft a proposal to approach in-country donors for possible support for an in-depth Diagnostic Review, and subsequent long-term support for strengthening preparedness for response and preparedness for recovery, as promoted by GPP.

## 2. Objectives of the GPP Mission

After consultations with the UNRC, the Inter-Agency Working Group for Emergencies (IAWGE) and the NADMO's management team, the objectives of the GPP mission was adapted to the needs expressed by the stakeholders as follows:

- 1) Identify priority areas of interventions that would strengthen the system at all levels
- 2) Identify scope/area of the 6-month "Diagnostic Review" on preparedness
- 3) Provide advice and support to NADMO and UNCT for the second GPP proposal, with a quick impact Action Plan

At the outset, stakeholders expressed the need for strengthening the capacity at the district level and the community level, as first responders are key in effective emergency response. NADMO requested that the mission visits field locations, and Tamale municipality in the Northern Region was selected and a Team member conducted a 3-day mission. Other field visits were made to Weija – Gbawe and Tema municipalities. The outcomes of these field visits, based on first-hand consultations and observations of the realities at the district level, informed the mission findings contained in this report.

### 3. The Second GPP Proposal

It is understood that many capacity assessments have already been conducted. What Ghana needs at this stage is the findings and recommendations to enhance its response capacity, in terms of sectors and their coordination, at the district and community levels. In this regard, the UNCT, IAWGE, NADMO and the mission agreed that a two-pronged approach would be adopted to produce: 1) Proposal for a more in-depth Diagnostic Review and 2) Action Plan for quick impact for both NADMO and UNCT.

This approach was also recognized as positive and “exciting” by the World Bank focal point for Ghana in Washington, D.C. during the telephone conference conducted by the team on 16 May. The WB provides support to Ghana through a project “Enhancing Urban Resilience in the Greater Accra Metropolitan Area” as part of the *Resilient Cities Program*, with the Ministry of Works and Housing and other partners, including NADMO. This project covers four areas: Improve Metropolitan planning and coordination; Integrate urban flood and coastal zone management; Enhance resilience in vulnerable communities, and *Improve disaster preparedness and response to multi-hazards*. The WB focal point suggested that the second GPP proposal combines the Diagnostic Review and the Action Plan (for quick impact). This new proposal should complement the Resilience in the Greater Accra project.

Throughout the consultations and interviews, the GPP team kept the following in mind:

- 1) What went well and what went wrong in recent experiences of emergency response and recovery?
- 2) How to enhance response capacity at the district and community levels?
- 3) What capacities can be built upon? What are the gaps?
- 4) Formulating a new narrative:
  - Ghana as a new model in the Western African region, to demonstrate the value of investment in preparedness for response and recovery (linking humanitarian-development divide)
  - Ghana to serve as a leader of South-South collaboration in preparedness for response and recovery
  - GPP support in Ghana as a good practice that can be replicated in other countries

### 4. Mission Findings: Strengths

The GPP mission conducted interviews and made consultations with key stakeholders in Greater Accra (including Tema), Weija municipality and Tamale. Overall, the mission acknowledged clear legal and institutional frameworks and good preparedness and response mechanisms in place at the national level, which in turn demonstrates the Government’s commitment to shift its focus from reactive response to effective preparedness for response.

Ghana has been recognized as a leading country in West Africa. Several NADMO staff were deployed in support of the response efforts to the floods and landslides in Sierra Leone in August 2017, including an UNDAC (UN Disaster Assessment and Coordination) member.<sup>1</sup> Ghana has proven its commitment and leadership in the region by demonstrating their

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<sup>1</sup> [consultativegroup.org/2017/09/25/undac-team-supports-the-government-of-sierra-leone-in-response-to-mudslide-and-floods/](https://consultativegroup.org/2017/09/25/undac-team-supports-the-government-of-sierra-leone-in-response-to-mudslide-and-floods/)

commitment beyond national boundaries and offered training workshops for emergency managers from seventeen West African countries in early warning and response.<sup>2</sup>

Some of the other key strengths gathered by the mission are:

- Legal and institutional frameworks and provisions, as well as a mechanism for preparedness and response are in place at the national level
- Effective response achieved in containing the cholera outbreak and managing the Ebola crisis, working in collaboration with different sectors' response actions
- Good operational collaboration between NADMO and the Ghana Red Cross at the national and the regional levels (Accra, Tamale): They respond to disasters together, train together and share information
- Good response capacity in some of the Ministries (Health, Education/WASH in Schools)
- Effective annual disaster management planning with concrete outcomes in Weija
- The JICA research project, "Enhancing resilience to climate and ecosystem change (2011-2016)" successfully coordinated by NADMO in collaboration with the academia



Weija District Assembly

For Ghana to take the role of a regional champion for disaster preparedness and response, existing gaps should be addressed. They may require international partners' support. Some challenges remain, such as NADMO's high staff turnover: The technical-level staff need to be retained with a proper appointment system, so that the acquired institutional and technical knowledge are safeguarded with predictable continuity. The new leadership needs to be trained in sudden-onset emergency response and in managing the district/community level preparedness and response, at the same time, applying their unique expertise (e.g. planning, technical knowledge, etc.) to preparedness for response and recovery.

<sup>2</sup> [www.preventionweb.net/english/professional/policies/v.php?id=53811](http://www.preventionweb.net/english/professional/policies/v.php?id=53811)

## 5. Mission Findings: Key Focus Areas

During the GPP mission's consultations and interviews with key stakeholders, five focus areas were identified in addressing the most critical gaps. These key focus areas are: 1) Information management, 2) Mainstreaming Preparedness in the Sectors, 3) Focus on First Responders, 4) Roles and Responsibility of the Private Sector and 5) Preparedness for Recovery. These will form a basis for drafting a second GPP proposal for the Diagnostic Review.

### 1) Information Management

All parties agreed that information management, knowledge management and communications are key in response and recovery. Regrettably, there is no clear, overall information management system in place. An institutional recording on NADMO's work is missing, which was observed by the UN agencies, key ministries, relevant stakeholders and NADMO itself. Moreover, when reporting emergency situations, inconsistent information is given in various formats, thereby making it time-consuming for compiling data and often lost in the process, as they are not in electronic forms, but rather, recorded on hand-writing formats. Similarly, the lack of hierarchically structured reporting/information management system may lead to ineffective coordination. There is no centralized knowledge management platform, such as shared website that would allow government agencies to share relevant information real-time during emergency response. (c.f. GECEAO Platform/ ReliefWeb / Virtual OSOCC).

Other main challenge identified was the lack of comprehensive risk information, analysis and validation accessible to decision-makers. Ghana has made substantial progress in policy and disaster management mechanisms, including Emergency Operations Centers (EOCs). However, there is a lack of data on social, economic, environmental and physical vulnerabilities or comprehensive hazard and vulnerability maps, with limited information sharing across agencies, ministries, stakeholders and sectors. (2015 Flood Hazard and Flood Vulnerability Maps are available.) There is limited disaster loss and damage data, risk analysis or vulnerability assessment. The lack of consolidation of and access to risk information impede the production of evidence needed to promote preparedness and risk reduction investment.

Several institutions have established their own information management system (i.e. the Environmental Protection Agency on environmental data), but these systems are not linked and are lacking crucial data. More effective communication for information exchange has been identified as important by partners. It was found that many inter-ministerial working groups for emergency were dormant or functioning on an ad-hoc basis, in response to an imminent disaster or in the aftermath of a disaster.

Early warning and alert messages during an emergency are sometimes released through the media, which in most cases collects such information on their own. NADMO also provides press releases and share early warning with information provided by the Ghana Meteorological Service (GMET) and Hydrological Services. However, the capacity of NADMO to monitor and forecast hazards, provide early warning and get ready for prompt response, is limited at all levels. Messages do not always reach the affected population in time. It was pointed out that the 2015 flood and fire explosion in the Accra Metropolitan Area indicated some ineffective communication and coordination among key stakeholders

engaged in emergency response. In addition, it was recognized by NADMO that the contingency plan has not been regularly updated, nor shared.

Stakeholders at both national and regional levels noted that media sensationalism in response to disasters is often causing additional damage. This was also reported in Tamale, in the Northern Region. Another problem pointed out was that the media focuses on the disaster only on the advent of crisis and it does not put public disaster awareness education as a priority. Volunteers are an important source of information, but often information exchange between the national and district levels are not well structured, nor integrated into regional or national preparedness or response plans as an effective mechanism. Several stakeholders pointed out that awareness on disaster preparedness is not part of the school curriculum. Awareness-raising on disaster preparedness and disaster risk reduction is a crucial step forward in building more resilient communities.

3W (who does what, where) was introduced during the Simulation Exercise on a flood scenario in 2016, but it was not completed due to lack of capacity and coordination/platform to share the relevant information. There is no comprehensive mapping or understanding of activities and capacity, which is causing duplication in effort, and challenges in mobilizing resources to reinforce current response capacity. For example, in Tamale, an emergency fund to support response is available with a NGO partner, but this information is not captured by the NADMO at the district level.

## 2) Mainstreaming Preparedness in the Sectors

Preparedness is not mainstreamed into the sectors' planning, especially at the regional and district levels, where decision-making for disaster risk management strategy takes place. Thus, there is a need to raise awareness on the multi-sectoral nature of disaster risk management.

To strengthen response capacity, each sector needs to be prepared for response and recovery. The sectors of Water, Sanitation and Health (WASH), Health, Livelihood, Food Security and Nutrition, Shelter, Protection, Environment, Agriculture, Education were identified as highly exposed and vulnerable to hazards. Some of the challenges faced by the sectors are as follows:

- Contingency plans are not regularly updated, and revisions are not distributed to sector stakeholders. There is no data or information collection related to preparedness in each sector.
- Cross-sectoral information exchange is not taking place. For example, no collaboration between veterinary services and health services has been found. No evidence of collaboration/information exchange among emergency responders on the ground.
- Many sectoral working groups are dormant without leadership in coordination, and meet on an ad-hoc basis when crises arrive. NADMO is often deprived of critical sectoral information, due to such dormant sectoral networks.
- The Christian Health Association of Ghana (CHAG), the second largest provider of health services after the Ministry of Health, does not exchange information during emergencies with NADMO.

Each sector needs to include its own preparedness for responding to emergencies (e.g. stockpiling, surge capacity, business continuity plan) and possible support areas that the sector can provide to NADMO (e.g. Emergency Medical Teams, logistics, transport, communications) in case of an emergency.

### 3) Focus on First Responders

Districts have a degree of autonomy through the District Assemblies and are responsible for disaster preparedness and risk management on their own. The National Disaster Management Organisation Act of 2016 stipulates the establishment of the National Disaster Management Fund (Article 37). It indicates the sources for the Fund including three percent of the share of the District Assemblies Common Fund for each District Assembly. It means that the allocation of the District-level Disaster Management Fund is determined at the district level. Thus, the districts are empowered financially and need to clarify the roles and responsibilities of elected assembly officials in determining key areas of focus in disaster preparedness and response, including health services, water and sanitation, drainage system improvement, and other areas.

Over the past years, significant investment has been made in developing disaster preparedness plans. However, these plans were not implemented in actual operations, especially at the district level. Therefore, the focus on transformative capacities is crucial at local level to implement preparedness measures and to identify gaps between the national, regional and district level. In contrast to the progress made on institutional and legal frameworks to reinforce capacity at district level, a disconnect in NADMO's leadership between the national and the district level in coordinating emergency response was observed by the partners.

NADMO has offices in 10 regions and in all the previous 219 districts, but lacks functional offices in the newly created 30 additional districts. Its equipment and logistical capacity at the district level seems insufficient and not properly maintained, which in turn affect their efficiency and capacity to respond effectively to the emergencies in the district. Thus, the focus should be on strengthening the capacity of first responders. First responders need to respond more quickly and efficiently, while being accountable to NADMO at the national level. NADMO at the district/regional levels do not seem to have enough authority to lead coordination efforts post-disaster, due to the over-dependency on the national authorities for decision-making and resource allocation.

Emergency Operations Centres (EOCs) are set in place at the national and regional levels. However, ten regional EOCs outside Accra have the capacity to cover only 54 districts. It is also often under-equipped and staff members need further training. It was noted that most emergency service providers outside the capital face limited equipment and human resources.

At the community level, the network of dedicated volunteers is playing the role of first-line responders. Volunteers are recruited through different agencies, such as NADMO as well as NGOs (World Vision) or the Ghana Red Cross/Swiss Red Cross, to serve the community. Disaster Volunteer Groups (DVGs) are coordinated and managed by a NADMO Zonal Coordinator, who oversees disease control, early warning, fire service, first aid, etc. However, limited incentives and resources would imply high turnover of volunteers and low engagement during emergencies. Ghana Red Cross and World Vision are closely working with NADMO to fill in existing gaps at the community level through their own volunteers and provide training opportunities for emergency response. Red Cross uses RAMP (Rapid Assessment Mobile Phone) to conduct rapid assessment, and support communities to review and value indigenous knowledge for early warning. World Vision is actively engaged at the community level and supports the development of community-level disaster response plans.

Further collaboration between NADMO, Ghana Red Cross and World Vision should be encouraged.

Ghana Red Cross pointed out the need for the facilitation process of tax clearance, as relief equipment and items are constantly taxed and delay response actions.

#### 4) Roles and Responsibilities of the Private Sector

As described before, as an aspiring leader in the West African region, Ghana needs to mobilize resources within the country. Ghana has a well-established Private Sector and there is growing interest in increasing the effectiveness of philanthropy foundations, to move beyond charity in crisis response. Many public-private partnerships are in progress and it is encouraging to observe this trend.

In addition to the corporate social responsibility, the idea of partnership in emergency preparedness, response and recovery can take roots if properly advocated. It is important to work with the existing investments of the Private Sector, as risk and impact assessments are already available and emergency managers should learn from existing risk analyses for enhancing preparedness for response and recovery.

The Private Sector also excels in marketing and adapting messages to draw people's attention. Hence, awareness for climate and disaster risks can be raised with the support of the Private Sector. In addition, the Private Sector holds high logistical and communications capacity to be draw on in case of emergencies.

##### *Ghana Education Services/Ministry of Education*

The School Health Education Programme (SHEP) of the Ministry of Education deals with emergencies at public schools (for children of 4-15 years old). They collaborate with NADMO and the Ghana Health Service using posters and guidelines in response to flooding and cholera outbreaks, usually during rainy seasons. There is an inter-agency committee, "WASH (water, sanitation and hygiene) in emergencies" consisting of NADMO, the Ministry of Health, Education Services/Ministry of Education, UNICEF and WHO. The Committee meets during emergency situations to discuss preparedness measures and response plans.

Innovative approaches were adopted by the SHEP: "Football for WASH"<sup>3</sup> is being supported by Merck, the Dutch Water Operators (VEI) and others, with UNICEF. UNICEF has also supported training on disaster risk reduction for teachers and students in fourteen districts. St. John Ambulance<sup>4</sup> provided basic first aid training. Currently, Unilever<sup>5</sup> provides schools with hygiene products, and Zoomlion<sup>6</sup>, a waste management company, works with school authorities and provides cleaning materials, such as shovels and buckets.

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<sup>3</sup> [www.vitensevidesinternational.com/project/football-for-water-sanitation-and-hygiene](http://www.vitensevidesinternational.com/project/football-for-water-sanitation-and-hygiene)

<sup>4</sup> [www.sja.org.uk/sja/training-courses.aspx](http://www.sja.org.uk/sja/training-courses.aspx)

<sup>5</sup> [www.unilever-ewa.com/news/news-and-features/2016/why-the-sdgs-are-the-greatest-growth-opportunity-in-a-generation.html](http://www.unilever-ewa.com/news/news-and-features/2016/why-the-sdgs-are-the-greatest-growth-opportunity-in-a-generation.html)

<sup>6</sup> [zoomlionghana.com/index.php/en/](http://zoomlionghana.com/index.php/en/)

### Vodafone

Vodafone<sup>7</sup> has been playing a key role in supporting response to emergencies. There is an ongoing partnership in an additional connectivity for the flood monitoring system managed by the Hydrological Service of the Ministry of Sanitation and Water Resources.

NADMO/MERP/IT is also working to secure real-time data collection with Vodafone. Moreover, it was mentioned that there was a possibility for Vodafone to make their existing information portal available for flood alert (early warning) messages (validated by NADMO). They can be disseminated to targeted population who may be affected by potential flooding in low-lying areas and river banks or coastal zones. Vodafone is very much keen with the idea of partnerships, in addition to their philanthropy work carried out by the Vodafone Foundation. One of the Foundation's themes, "Digital transformation" may be another way to seek collaboration.



Moreover, US Government's Millennium Challenge Corporation<sup>8</sup> has been financially supporting the Government to help transform the power sector through private sector participation, since September 2016. Considerations for an emergency power supply system can be included in this project.

As described above, diverse ways of engaging the Private Sector are already in progress, forging partnerships in emergency preparedness and response. As a middle-income country, Ghana needs to spearhead innovative partnerships in protecting lives and livelihood of the population.

### 5) Preparedness for Recovery

The Sendai Framework for Disaster Risk Reduction 2015-2030 has four priorities. The GPP focuses on Priority 4: *Enhancing disaster preparedness for effective response and to "build back better" in recovery, rehabilitation and reconstruction*. It is no longer appropriate to only focus on disaster preparedness for response, but to also include preparedness for recovery. Therefore, more attention should be paid to NADMO's leadership in preparedness for recovery, as part of the wider mandate for disaster risk reduction and climate risk management.

UNDP describes the essential steps of *preparedness for recovery*<sup>9</sup> as follows:

- 1) Strengthening capacities to carry out needs-assessments allow a country to quickly determine human, economic and infrastructure needs in the event of a disaster

<sup>7</sup> [www.vodafone.com.gh/vodafone-ghana/corporate-social-responsibility?view=featured](http://www.vodafone.com.gh/vodafone-ghana/corporate-social-responsibility?view=featured)

<sup>8</sup> [www.mcc.gov/where-we-work/program/ghana-power-compact](http://www.mcc.gov/where-we-work/program/ghana-power-compact)

<sup>9</sup> [www.undp.org/content/undp/en/home/climate-and-disaster-resilience/disaster-recovery/recovery-preparedness.html](http://www.undp.org/content/undp/en/home/climate-and-disaster-resilience/disaster-recovery/recovery-preparedness.html)

- 2) Putting in place information sharing and participatory systems strengthens the community ties to the recovery process
- 3) Better recovery planning allows communities to identify innovative solutions for expected challenges, such as the provision of social services
- 4) Enhanced institutional coordination and information management expedites early action that enables well-planned, well-executed reconstruction and recovery.

The Global Preparedness Partnership (GPP) supports to link recovery and response planning at the preparedness phase, thereby bridging the gap between short-term readiness and longer-term recovery preparedness. This is one key element of the humanitarian-development linkage that the United Nations is currently promoting in all workstreams. However, concrete actions of preparedness for recovery are still unclear to many of emergency managers, despite the extended mandate of NADMO given by the Act 2016 to cover disaster prevention, disaster risk reduction and climate risk management, in addition to the primary function of disaster management.

Consultations with the Ministry of Gender, Children and Social Protection revealed that there was on-going collaboration with NADMO, although somewhat in an ad-hoc manner in the aftermath of disasters to work on recovery issues. So far, no strategic reflection on preparedness for recovery in place, but this is the area that valuable collaboration is expected.

The Ministry is working with other ministries to adapt response to needs of the vulnerable groups (children, women, disabled), but they lack the presence at the district level. The Ministry has set up a “Helpline of Hope” with the support from the World Bank, and the European Union supports the Ministry in establishing fifty-two Social Protection Communities.

The Livelihood Empowerment Against Poverty (LEAP)<sup>10</sup> Programme, supported by DfID (UK), provides cash transfers to extremely poor households with the goal of alleviating short-term poverty and encouraging long-term human capital development. FAO assessed this programme positively, and it could serve as a social protection scheme of preparedness for recovery, by ensuring disaster affected population to have access to health insurance coverage. There is a statistic poverty map, but it needs further disaggregated data. To obtain good sets of data, social protection needs to be given further consideration within the national development planning.

Currently the National Households Registry is being developed and it should be finalized by July 2019. This registry will contribute to strengthen social protection and equity-based approaches. The National Identification Authority needs to be engaged to improve the efficiency of the registry. The European Union is assisting to put in place fifty-two Social Protection Committees.

As indicated in the Action Plan (Annex 2), there is a need for a mapping of external parties’ investment in preparedness for recovery, so that a comprehensive strategy and planning for NADMO’s preparedness for recovery can be formulated.

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<sup>10</sup> [assets.publishing.service.gov.uk/media/57a089da40f0b652dd000436/a-as244e.pdf](https://assets.publishing.service.gov.uk/media/57a089da40f0b652dd000436/a-as244e.pdf)

## 6. Mission Recommendations for Action

To fulfil the objectives set out at the beginning of the GPP mission, the following recommendations focus on immediate actions that can bring about quick impact in preparedness for response and preparedness for recovery, as supported by the Global Preparedness Partnership (GPP). Lead and support entities, potential donors, cost and timeline are included in the Action Plan (Annex 2).

### **Tamale (Northern Region)**

- Strengthen existing collaboration (NADMO & Red Cross) and develop coordination mechanisms with other relevant stakeholders
- Sensitize decision-makers at the national level on the importance of decentralization
- Media Training to focus on public awareness rather than sensationalism
- Psychological first aid training for potential host communities (bordering areas) for refugee influx
- Standardize reporting formats, data collection and overall information management
- Start financial planning for disaster management
- Mapping of partners in preparedness for response and preparedness for recovery



NADMO Tamale

### **NADMO**

- Focus on strengthening the capacity at the district level
- Conduct mapping - 3W or 5W (who does what where & when, why) - of external parties' current disaster preparedness for response and recovery, as further investments depends this information
- Updating Contingency Plans at all levels with budget included
- Mapping by NADMO to be refined with the in-depth Diagnostic Review (GPP component 1 of next proposal)

## **UN Country Team**

- Conduct mapping- 3W or 5W (who does what where & when, why) - of current emergency response projects, training, exercises in Ghana to define UNCT capacity development strategy
- Strengthen UNCT capacities for readiness (ERP Training in Dakar) based on robust multi-hazard, multi-sectoral contingency plans and response expertise
- Build multi-sectoral capacities of preparedness for recovery (e.g. PDNA Training)
- Ensure risk-informed programmes

Furthermore, the five key areas of focus, 1) Information management, 2) Mainstreaming Preparedness in the Sectors, 3) Focus on First Responders, 4) Roles and Responsibility of the Private Sector and 5) Preparedness for Recovery, can be proposed for the in-depth Diagnostic Review, once donors have been identified.

### **1) Information Management, Foundation for Risk-informed Decision-Making**

- NADMO, ministries, sectors and UNCT to formulate an Information management strategy and a communication strategy
- Conduct systematic data collection at community and district levels, linking with an early warning system
- Centralize and share data/information between sectors, with the development of a risk analysis tool
- Document lessons from response systematically to improve the system

### **2) Mainstreaming Preparedness in the Sectors**

- NADMO to apply sector-specific strategy
- Ministries to include disaster risk management in the response/recovery strategy and to allocate budget
- Formulate SOP and clarify roles and responsibilities, including cross-sectoral cooperation
- Ministries to consider a) how disasters might impact their efficiency and business continuity and b) how the sector may reduce risk through risk-informed policies and strategies

### **3) Focus on First Responders – District Level Response Capacity**

- Re-focus on District and first responders
- Strengthen coordination mechanisms with an agreed rapid needs assessment tool, at Regional, District and Community levels, and a cross-sectoral response and recovery strategy
- Recognize the value of volunteers as there is high turnover and demotivation
- Establish scalable/ institutionalized shock-responsive social protection/safety net strategy for response and recovery efficiency
- Create a national unified registry for targeted response (by June 2019)

### **4) Roles and Responsibilities of the Private Sector**

- Promote continuity with on-going public-private partnership initiatives
- Consider the private sector as a critical piece of the puzzle for efficient disaster risk management
- Seek partnership-resource mobilization expertise at NADMO to explore the public-private partnerships

- Clarify roles & responsibilities of the private sector: Impact assessment, risk analysis, business continuity, message dissemination, marketing of message for behavior change

### 5) Preparedness for Recovery

- Promote the work of the Sendai Framework on “Build Back Better” on recovery, as NADMO focuses on preparedness and response
- Set up a common knowledge management strategy with a common monitoring system that can examine transformational changes
- Focus on preparedness for recovery with a dedicated knowledge management system

## 7. Next steps

Timeline	Responsible	Activity
By 1 June	International Team	-Submit a Draft Mission Report to UNRC, with guidance for the preparation of the Second GPP proposal for Diagnostic Review/Action Plan
By 12 June	Government Focal Point & UN Country Team	-Provide inputs to the Mission Report
By 15 June	International Team	-Submit the Final Mission Report to UNRC and NADMO
By 25 June	Government Focal Point & UN Country Team	-Submit a Draft Second GPP Proposal for Diagnostic Review/Action Plan
By 28 June	International Team	-Provide written inputs to Proposal
To be determined	Government Focal Point & UN Country Team	-Compile and submit documentation requested by the mission team (legislation, policies, strategies, and other documents) -Designate focal points in own institution that will be members of the assessment team (both on Government and UNCT side)

## 8. Mission Members

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### **United Nations**

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### **UN Country Team & Inter-Agency Working Group for Emergencies (IAWGE)**

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#### **-Ghana Red Cross**

Kofi Adodo, Secretary-General

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#### **-World Vision International**

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## Annex 1. Context Analysis

### Risk Profile

Ghana is situated in one of the world's most complex and changing climate zones, affected by tropical storms and the climatic influence of the Sahel and two oceans. Conclusions of various models and projections vary significantly, but they show clear impacts 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 because of climate change. Correspondingly, floods have become recurrent phenomenon in Ghana, affecting all the regions of the country. The annual spillage of Kompienga and Bagre dams in Burkina Faso, as well as dam spillage in Ghana, e.g. Weija, Akosombo and Kpong dams are a compounding factor of flooding.

Seismic hazards, particularly potential for earthquake occurrence is most prominent in the coastal regions and the Eastern Region of Ghana. It is noteworthy that three earth tremors hit parts of Weija, Gbawe, McCarthy Hill, and the Nyanyano enclave in March 2018. The greater Accra area is serviced by the Ghana Digital Seismic Network (GDSN) installed in 2012, managed by the Ghana Geological Survey Authority. With the alert system expected to become fully functional, adequate emergency preparedness for earthquake risk needs to be enhanced.

Epidemics/disease outbreaks, pest infestations and wildfires are also common across the country. While Ghana enjoys political stability, there are some perennial conflicts, which turned into violent clashes resulting in displacements or loss of lives. Chieftaincy and access to resources (land – farmers vs. pastoralists) are the main drivers of these conflicts. Northern and Upper East regions are the most affected, predominantly in Bunkpurugu-Yunyo, Bolgatanga, Yendi, Bawku and Bimbilla, and the Nkonya and Alavanyo conflict in the Volta Region. Other environmental risks are coastal erosions and landslides on the entire coastline.

### Institutional & Policy Environment

The UN General Assembly's Resolution 2034 calls on all nations to establish mechanisms to manage disasters and emergencies. As a result, the National Disaster Management Organization (NADMO) was established in 1996 by an Act of Parliament (Act 517) and made responsible for the management of disasters and similar emergencies, for the rehabilitation of persons affected by disasters and for related matters. In addition, Act 517 authorizes the establishment of disaster management committees at national, regional and district levels.

Shortly after the SPP (Strategic Preparedness Partnership)<sup>11</sup> mission in 2010, drafting of the revised bill was initiated to address weaknesses in disaster management and to give NADMO

<sup>11</sup> [www.un.org/en/ecosoc/julyhls/pdf11/sg\\_report\\_on\\_strengthening\\_coordination\\_a-66-81\\_e-2011-117.pdf](http://www.un.org/en/ecosoc/julyhls/pdf11/sg_report_on_strengthening_coordination_a-66-81_e-2011-117.pdf) GA/ECOSOC 16 May 2011. Report of the Secretary-General: Strengthening of the coordination of emergency humanitarian assistance of the United Nations. P.8 Para 31.

a clear and well-defined institutional Act 927 (July 2016) to replace the previous NADMO Act 1996 (Act 517).

The new Act 927<sup>12</sup> (2016) prescribes that regulation be made on the following:

- Procurement of goods, equipment, personnel accommodation and other services in times of disaster and emergency.
- Safety measures for the public.
- State of alertness in respect of the declaration of state of emergency.
- Emergency management plans
- Reporting procedures for disaster management
- Terms of mutual aid agreement
- Dissemination of information
- Evacuation procedures and other matters necessary for the effective implementation of the provisions of the Act.

The Act 2016 provides NADMO with a paradigm shift from reactive emergency response to proactive disaster risk management. It is expected that by the end of the first quarter of 2018, the legislative instrument will be finalized and promulgated.

In addition to two legal frameworks above, there has been further high-level commitment from government to shift national agenda from a disaster response approach to disaster prevention and risk reduction approach in past few years. Below is a (non-exhaustive) list of key actions undertaken by national institutions in the past few years:

- Development of National Policy on Disaster Risk Reduction and a new National Action Plan with the support of UNISDR
- Creation of the National Platform and ten Regional Platforms for DRR
- Legal framework NADMO bill (Act 927) under implementation
- Country-wide hazard mapping
- Public awareness creation campaigns
- Development of a national contingency plan
- Simulation exercises to strengthen disaster preparedness
- Constant response to disasters and emergency situations
- Simulation Exercises for flood and earthquake scenarios (Flood 2011,2016; Earthquake 2018)

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<sup>12</sup> [nadmo.gov.gh/index.php/archive/13-nadmo-articles/82-implementation-of-nadmo-act-927-in-process](http://nadmo.gov.gh/index.php/archive/13-nadmo-articles/82-implementation-of-nadmo-act-927-in-process)

## Annex 2. Action Plan for Quick Impact: June 2018 – December 2019

### UNCT/Inter-Agency Working Group for Emergencies (IAWGE)

#### 1) Enhancing Preparedness for Response (Small- and Medium-scale Disasters)

Action	Lead	Support	Donors	Cost	Timeline	Status
Map activities (3Ws) of preparedness training, simulation exercises, workshops, conferences	IAWGE	UNCT	N/A	Staff time	June-August 2018	
Validate the Inter-Agency Multi Hazard Contingency Plan	IAWGE	UNRCO	N/A	Staff time	August 2018	
Invite CHAG to IAWGE	IAWGE Chair & Co-Chair	UNRCO	N/A	Staff time	July 2018	
Participate in ERP Training in Dakar	IAWGE	UNRCO/ OCHA	N/A	Travel & DSA	Sep 2018 (tbc)	
Support NADMO to conduct a table-top joint simulation exercise on flooding in a rural setting (possibly in the Northern Region)	IAWGE	NADMO WHO (Geneva) OCHA	USAID World Bank	Venue After Action Review, Report	Jan-Mar 2019	

2) System Coherence and Sustainable Development (Preparedness for Recovery)

<b>Action</b>	<b>Lead</b>	<b>Support</b>	<b>Donors</b>	<b>Cost</b>	<b>Timeline</b>	<b>Status</b>
Initiate Technical Group on Agriculture and Social Protection	IAWGE	World Bank Embassy of USA	N/A	Staff time Venue	Sep 2018	
Convene a joint meeting with UNSDP Result 3 (Climate Change) to integrate IAWGE's work plan	UNDP/UNSDP Group	IAWGE	N/A	Staff time Venue	Oct 2018	

## National Disaster Management Organisation (NADMO)

### 1) Information Management, Knowledge Management and Communication

Action	Lead	Support	Donors	Cost	Timeline	Status
Map activities (3Ws) of external parties' investment in preparedness for response	NADMO	Ministries IOM, WVI, Red Cross, WFP, WHO, UNFPA	N/A	Staff time	June-August 2018	
Disseminate the Act 927 (2016) and inform on the establishment of the National Disaster Management Fund	NADMO (National, Regional & District coordinators)	Regional and District Disaster Management Committees		Transport Communication materials	June-Sep 2018	
Set up a nation-wide Emergency Call number	NADMO			Consultations	June 2018-	
Conduct workshops for "Disaster Fellows (affiliates of NADMO for reporting based on human psychology and sensitivity)"	NADMO/Comm	Red Cross, WVI, Private Sector	Media companies	Workshop materials Media experts Venue Guidance materials	In progress (Workshops to start in Sep 2018)	
Select "Nationally Determined Indicators" and start reporting on Sendai Monitor	NADMO/M&E, Research and Policy	UNISDR IAWGE, UNDP World Bank		Staff time Computers	June 2018- January 2019	
Establish knowledge management system on past disaster response and other institutional knowledge (for handover)	NADMO/M&ERP	UNDP, UNICEF, FAO, WHO		Staff time KM expertise/consultancy	Oct 2018	
Monitor and evaluate disaster response and report on lessons learned based on After Action Review	NADMO/M&ERP	IAWGE	World Bank	Staff time Report writing Dissemination /workshop	Every response to a disaster	

Learn how to use the Virtual-OSOCC/Simulation Exercise	NADMO	IAWGE	OCHA	Workshop Travel	tbc	

2) Sector Mainstreaming of Preparedness for Response

Action	Lead	Support	Donors	Cost	Timeline	Status
Develop SOPs for disaster response in each Technical Committee	NADMO Tech Directors	Ministries IAWGE		Staff time Meeting venue	Sep 2018-	
Plan sector-specific preparedness training in collaboration with technical agencies at national level	NADMO and technical agencies	Red Cross	World Bank WVI Action Aid and Christian Children’s Fund of Canada (Tamale)	Staff time Technical expertise in disaster response	Sep 2019-	

## 3) Decentralization and Vertical Connections for Effective Response

Action	Lead	Support	Donors	Cost	Timeline	Status
Train community volunteers and district staff	NADMO	Red Cross, WVI	Red Cross, WVI Action Aid (in Tamale)	Travel Trainers Training materials Venue	Jan – Dec 2019	
Finalize the Disaster Manager Certificate programme (Act 927/2016)	NADMO	EPA, Hydro Service		Staff time Legal expertise	In progress by end 2019	
Develop real-time data collection on disaster situations at the onset	NADMO/Comm-IT		Vodafone	Internet Connectivity provision (contingency network)	June 2019 -	
Train NADMO high-level officials on decentralization and leadership in emergency response	NADMO	Ministry of local development Red Cross, WVI	KOICA, GIZ UNISDR/GETI JICA	Trainers Venue Training materials	Oct 2019	
Merge Disaster Volunteer Groups and the Red Cross Volunteers at the Community Level	NADMO Red Cross	Municipalities Communities	IFRC WVI UNDP	Legal advice Agreement at the Community/ District level Disaster Management Committees	Oct 2019	