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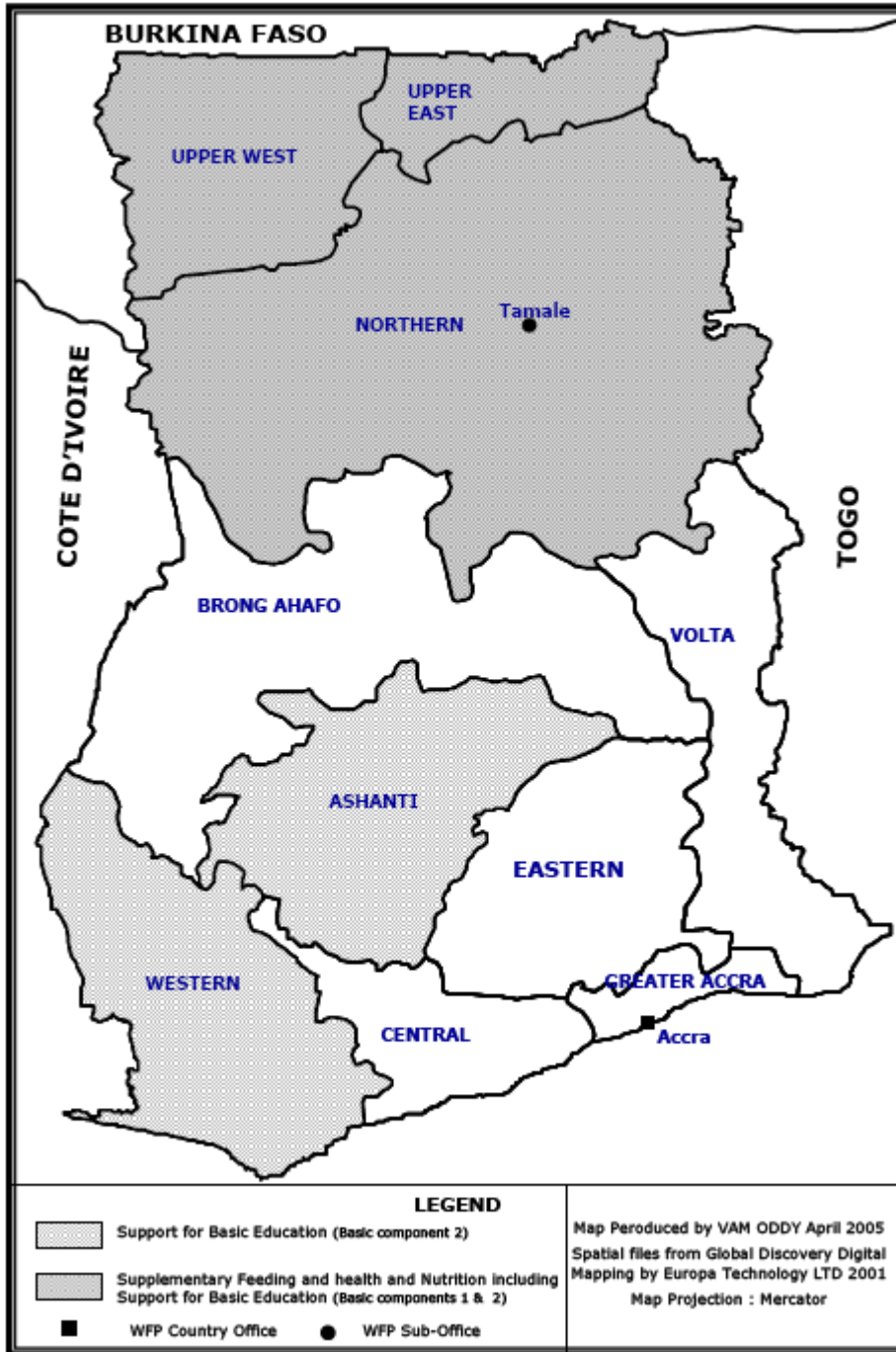
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Operational Fact Sheet

Title of the Operation	Country Programme Ghana (2006-2011)				
Number of the Operation	10418.0				
Approval Date	18 November 2005				
Objectives	<p>Overall goal: to contribute to Government efforts to assist hungry poor households to meet their education, health and nutrition needs on a sustainable basis.</p> <p>Intended outcomes: reduced malnutrition among at-risk pregnant and lactating women and children under five;</p> <ul style="list-style-type: none"> ▪ improved attendance and completion rates among schoolchildren in primary grades P1 to P6 and girls in junior secondary school grade JSS1 to JSS3; ▪ improved national capacity to implement and scale up supplementary feeding and on-site school feeding programmes; ▪ Increased demand for domestic farm produce in response to newly created school feeding market requirements. 				
	<p>Strategy: transfer technical competence and create institutional mechanisms at national, regional, and district levels to enable WFP to phase out of external food aid within five years: Y1 & Y2 expanding and replicating models; Y3-5 phase out with assistance to government to scale up.</p>				
Operation specs	Start Date	End Date	Beneficiaries	Metric tons	US\$
Approved design	1.01.06	31.12.10	152,000	35,169	16.2 million
At the time of the evaluation	1.01.06	31.12.10	170,000	30,977	
Core Activities 'Basic Components' (meant to be mutually reinforcing)			Beneficiaries	Metric tons	US%
School Feeding (Comp.2) • on-site in primary • THR for girls`	X		92,000 (average p.a.)	18,288 (23,507 in Programme Document. 61-67%)	11,252,140
Supplementary Feeding & Health & Nutrition Education (Comp .1)	X		60,000 (average p.a.)	11,662 (39%)	4,946,754
Technical assistance & CB: food security, logistics/food procurement, public health & nutrition, education & early childhood dev;	X				
Main Partners	Please see Annex 16 for a listing of the main partners involved in the CP				

GHANA: COUNTRY PROGRAMME 2006-2010



Executive Summary

Introduction

1. The WFP Country Programme (CP) 104180 Ghana (2006–2010) is in its last year of operation, and the country office has begun preparation of its WFP country strategy. A mid-term evaluation planned for 2008 was postponed owing to national elections. The main objective of this evaluation is to “provide an evidence-based independent assessment of performance of the CP so that WFP and other programme partners can adjust course as necessary for the remainder of the CP term and to inform future programme design.”¹ It covers CP activities from 1 January 2006 to August 2009; information from 2005 was used for comparison. The Emergency Operation (EMOP) conducted during the same period is not included in the evaluation, except where it directly affected CP performance.

2. The evaluation used a mixed-methods and results-based management approach to assess the CP’s: i) relevance and appropriateness to the needs of the Government and people; ii) effectiveness in achieving objectives; iii) implementation efficiency; iv) sustainability; and – to a lesser extent – v) impact. The evaluation method comprised extensive document review and secondary data analysis against key CP indicators, followed by interviews with 115 stakeholders at the national, district and sub regional office levels, including staff of WFP, United Nations and government partners, and private sector and civil society stakeholders; and field work in 12 communities in 3 districts across the 3 northern regions where the CP is operational. Further information on the method is available in annexes to the main report.

3. Development in Ghana presents a mixed picture of advances and setbacks. Between 2008 and 2009 the country’s ranking in the United Nations Development Programme (UNDP) human development index dropped from 142 to 152 out of 182 countries. On the other hand, the country is set to become the first African country to reach Millennium Development Goal (MDG) 1 of halving its poverty and hunger rates before 2015. The latest Ghana Living Standards Survey (2006) showed significant declines in the percentage of the population living in poverty nationally. Economic growth has been strong, with Gross Domestic Product (GDP) growth rising from 5.9 percent in 2005 to 7.2 percent in 2008. The elections in 2008 resulted in a peaceful, democratic transfer of political power. Ghana has relatively low levels of hunger compared with other countries with emerging transition economies, and relatively good world governance indicators. Food production increased by 88 percent between 1990 and 2006.

4. However, Ghana is also a low-income, food deficit country² with large rural–urban and interregional disparities. In the three northern regions – Northern, Upper East and Upper West – and some coastal areas, there is persistent food insecurity, less access to basic services and growing incidence of environmental stress. Under-five stunting, infant mortality and maternal mortality rates are all considerably higher than the national averages. Maternal mortality rates appear to be increasing.³ These regions now account for half of Ghana’s population living under the poverty line and have been disproportionately affected by increasing food prices;⁴ 58 percent of

¹From the evaluation terms of reference

²FAO Country Profiles, May 2009

³Government of Ghana. Multiple Indicator Cluster Survey 2006.

⁴Biederlack, L. and Rivers, J. 2009. *Comprehensive Food Security and Vulnerability Analysis, Ghana*. WFP.

Ghanaian food crop farmers are food insecure, with the highest densities of such farmers living in the northern regions.

5. Although the World Bank views Ghana's fiscal policy as "pro-growth and pro-poor", the current macroeconomic situation is described as "delicate".⁵ The global financial crisis has resulted in lower export values, a fall in commodity prices, less and more expensive foreign capital, lower remittances and fewer tourists. This has caused declines in income growth, job losses and budgetary pressures, leading to reduced government spending on social protection systems.⁵ In addition, Ghana has been host to refugees from other countries in the region.

Overview of the Programme Strategy

6. WFP's mission in Ghana is "to help the Government to expand and replicate successful models of food-based programming for raising demand for and supply of basic education, with gender parity, and health and nutrition services for children under-five years and pregnant and lactating mothers at risk of malnutrition".⁶ The expected outcomes of the CP were:

- (i) reduced levels of malnutrition among at-risk pregnant and lactating women and children under five;
- (ii) improved attendance and completion rates among schoolchildren in basic education;
- (iii) improved national capacity to implement and scale up supplementary feeding and on-site school feeding; and
- (iv) increased demand for domestic farm produce, in response to newly created school feeding market requirements.

7. These were to be achieved through two main activity components: i) Supplementary Feeding, Health and Nutrition Education (SFHNE); and ii) Support for Basic Education (SBE). The SFHNE component was to provide fortified blended food to children and mothers, strengthen capacity in nutrition programming at the regional, district and sub district levels, and enhance health and nutrition education at the community level. The two main activities under SBE were on-site school meals in primary schools, from primary (P)1 to P6, and take-home Rations (THR) for girls, from P4 to junior secondary school 3 (JSS3). In collaboration with the United Nations Children's Fund (UNICEF), the THR targeted 19 of the 36 most deprived districts in northern Ghana and those with the worst gender parity index.

8. The CP aimed to demonstrate best practice in school feeding and nutrition programming to the Government. A progressive and ambitious hand-over strategy was put in place for activity 1 (SFHNE), and a strategy of scale-up followed by phase-out was designed for activity 2 (SBE).⁷ Sustainability activities – such as income-generating programmes for women's groups to sustain some of the nutrition programming – are relevant, but require a high level of WFP facilitation with Non-Governmental Organization (NGO) collaborators and civil society organizations to ensure their success. The CP aimed at a life-cycle approach in which children under

⁵Brinkman, H.-J., Bauer, J.-M., and Mahama, A. 2009, *Assessing the Impacts of the Global Economic and Financial Crisis on Vulnerable Households in Ghana*. WFP.

⁶WFP. 2005. *Project Document Country Programme-Ghana 10418.0 (2006-2010)*, para. 17 (WFP/EB.2/2005/7-A/3).

⁷CP project document, paragraph 40.

five and children in primary/junior secondary education would benefit from a cross-targeting approach where activities 1 and 2 were carried out simultaneously.

Results

9. Outreach: WFP's Ghana CP is wide in geographic spread, but its scale and intensity have not been sufficient to bring about significant change in the districts where both activities 1 and 2 are carried out. The evaluation team had difficulty capturing outcome results owing to the small scale of the interventions in comparison with the need. On average, girls have received THRs at 17 percent of primary schools and 25 percent of JSSs. In the vast majority of districts, between 6 and 30 percent of primary schools are covered by the THR programme. In most districts, fewer than 10 percent of primary schools are covered by the school feeding programme, led by either WFP or the Ghana School Feeding Programme (GSFP). A previous study suggested that WFP should focus on a few districts where rapid expansion could take place, to provide demonstration models.

10. Attaining objectives: WFP has striven to deliver SFHNE and SBE activities in accordance with the CP project document and has adequately met, and often exceeded, its beneficiary output targets. However, rations have been reduced, in both quantity and quality, throughout the CP's duration. This is partly a result of underestimating the number of women beneficiaries attending the child nutrition centres on food distribution days. Other reasons are given in the section on Overall Assessment and Recommendations.

11. Outcome 1: SFHNE. Between 2006 and 2009, there were reductions in underweight and wasting among children aged 6 to 59 months in project locations (Table 1). SFHNE certainly contributed to these improvements, along with enhanced Ghana Health Service (GHS) community services in some locations, and inputs from the WFP EMOPs implemented concurrently and from other donor interventions. However, although WFP has been present in some communities for ten years, there has been little impact on stunting.

12. Mothers' awareness and application of good infant feeding practices were strong in programme communities visited, and it is evident that SFHNE has contributed to better provision of nutrition education, and to enhanced engagement/outreach of GHS community health nurses in some remote rural areas of northern Ghana. On the other hand, little effect was found on weight gain of pregnant or lactating women in programme communities over the CP period.

13. The strategy for progressive hand-over to GHS⁸ and WFP's eventual phase-out from beneficiary communities⁹ has not been sustained during the CP. Before the CP began, 69 communities from the previous CP were phased out, but very few have been phased out or handed over since, and some communities that had been identified for phase-out or hand-over were still receiving WFP food assistance during the evaluation.

14. However, a significant achievement in 2009 and 2010 was the support to income generating activities for women's groups to sustain SFHNE centres in 42 communities

⁸The strategy envisioned the gradual hand-over of supplementary feeding days.

⁹CP, paragraph 32.

where WFP had already phased out. Training is provided in iodized salt re-bagging and selling, and in community-based milling and fortification, in collaboration with NGO partners. The iodized salt re-bagging has recently become a separate programme, through assistance from the Canadian International Development Agency (CIDA). These initiatives demonstrate the Ghana country office's commitment to finding ways of sustaining programme outcomes and assisting communities when there is a clear hand-over strategy for SFHNE. However, when the women engaged in income-generating activities no longer have children directly benefiting from SFHNE activities, they may not be willing to give the income they generate to SFHNE centres, unless a cooperative approach is adopted.

Outcome and data on nutrition indicators for 2006–2009¹⁰					
Outcome	Baseline survey 2006	Follow-up survey 2007	Follow-up survey 2008	Follow-up survey 2009	Latest national average (2009)
% low body mass index (< 18.5) among non pregnant women	12.0	8.8	10.9	10.1	8.3 (7.2–9.5)
Children 6–59 months					
% chronic malnutrition (stunting) (height/age < -2z)	27.4 (23.9–31.4)	36.5 (33.4–39.6)	30.8 (26.1–35.0)	26.1 (21.7–30.9)	22.1 (20.2–24.1)
% underweight (weight/age < -2z)	36.4 (32.3–40.8)	21.6 (19.0–24.3)	16.3 (12.6–19.9)	24.1 (20.1–28.5)	11.6 (10.1–13.2)
% wasting (weight/height < -2z)	17.1 (14.2–20.5)	11.4 (9.4–13.5)	9.9 (6.9–12.9)	10.7 (8.4–13.5)	7.1 (5.9–8.5)

Latest national average figures are from WFP's comprehensive food security and vulnerability assessment in 2009.

15. Outcome 2: Support to Basic Education. CP activities contribute to national efforts to increase enrolment and improve gender parity in primary and junior secondary schools, through improving access and completion rates in intervention communities in the neediest regions. There was some progress in SBE outcomes in 2006, although the standardized project report indicated slight reductions in enrolment and stable retention rates since the previous survey. From 2007 to 2008, attendance and completion rates increased, particularly among girls, and the gender parity index improved. Head teachers and pupils see the THR and school feeding programme as important factors contributing to improved enrolment and retention in schools, particularly for girls in upper primary and JSS.

16. THR support to girls' education has had particularly encouraging results. The Ghana Education Service had adopted the programme as its own, and has been implementing it in a resource-constrained environment. Girls' education officers assessed the effects of the THR programme as part of their ongoing work, and found

¹⁰GHS/WFP. 2006. Supplementary Feeding, Health and Nutrition Education Programme, Report on a Baseline Survey; GHS/WFP 2009. Supplementary Feeding, Health and Nutrition Education Programme, Report on Follow-Up Baseline Survey.

that it was having positive effects on girls' attendance, retention and completion rates. Interviews with community members, district officials, teachers and girls across several THR and non-THR schools suggest that the 40,000 girls supported by the WFP CP were pioneers in their communities, as the first girls to reach JSS. THRs have acted as an incentive for girls to remain in school. Community leaders and parents have stopped practices of early marriage, employment of girls on farms, and the sending of girls to income-generating activities in the cities, so that girls can stay in school and collect the ration. The evaluation team found that THRs for girls was the programme intervention with the most promise as a best practice model for scale-up by the Government of Ghana. Compared with school feeding, THRs were also more efficient and manageable in under-resourced schools.

17. Concerning school feeding, studies have found that teachers in Ghana have very limited contact time with children, sometimes less than 2.5 hours per day, and that learning environments are fragile.¹¹ School observations and interviews with head teachers revealed that school feeding was reducing this contact time further by an average of one hour. This suggests that learning outcomes may be increased only in schools where the school feeding programme is well managed and closely supervised by the head teacher; this is a challenge, particularly in rural northern schools, which are often understaffed.

18. The relationship between WFP and GSFP was challenging at the beginning of the CP, and limited some programme learning from on-site school feeding during the first few years of the CP. Working relationships with GSFP have improved over the last two years, and the number of joint feeding schools increased from 79 in 2007 to 104 in 2009, although there are still operational challenges to this partnership at the district level, including cost-efficiency issues.¹² In December 2009, WFP and other partners helped GSFP to define a road map for school feeding. WFP technical support – focused on Purchase for Progress (P4P) and a stronger social safety net and carried out as part of the World Bank partnership for school feeding – has also positioned GSFP to become a more influential partner in the next CP.

19. **Outcome 3:** Improved national capacity. In 2006, WFP engaged in intensive training of trainers in growth monitoring and the operation of nutrition centres for community volunteers and health staff. Since then, the GHS has maintained a minimal level of refresher training in growth monitoring and beneficiary management. Observation at central, district and community warehouses suggests that the country office's monitoring of and training in food storage and quality control are inadequate to ensure effective programming. Under SBE, some senior national-level officials, particularly in the GSFP and the Ministry of Local Government and Rural Development, have been exposed to more effective targeting approaches and options for implementing cost-effective and home-grown approaches to school feeding. In addition, the early warning and food security system has become an important tool for monitoring food security in Ghana, with increasing engagement with the Ministry of Food and Agriculture.

¹¹Fewer than 20 percent of children who reach P6 are able to read and write, according to government assessments of learning outcomes (Ministry of Education. 2009. Education Sector Performance Review Report. Accra.), and only 18 percent of children in lower primary school are literate in their mother tongue/Ghanaian language.

¹²Recent school feeding scale-up efforts by WFP, in collaboration with GSFP, resulted in districts allocating WFP support to different schools from those supported by GSFP.

20. Improvements to national capacity have been limited, mainly owing to the Government's low uptake of WFP best practice models in SFHNE and school feeding. At the start of the CP, there was support for a gradual hand-over of WFP nutrition activities, but the Government has not taken over the provision of food for SFHNE. Although the GHS is honouring its commitments for transporting WFP food – albeit inefficiently – it told the evaluation team that, owing to budgetary constraints, it does not prioritize SFHNE, and does not consider increased future support justifiable, particularly given the cost of transporting food for SFHNE.

21. **Outcome 4:** Increased demand for domestic farm produce. The tonnage and monetary value of food procured locally by WFP increased steadily from 5,315 mt valued at US\$1.8 million in 2006, to 5,434 mt valued at US\$1.9 million in 2007, and to 10,828 mt valued at US\$7 million in 2008. In 2007, 68 percent of food and in 2008, 77 percent of food was procured locally. This food is grown in Ghana, but not necessarily in the region of CP operation, and is often procured by local traders. At its peak in 2008, more than 2,000 farmers were reported to be benefiting. The growth in locally procured food increased WFP's visibility as a contributor to local farmers' capacity development and incomes. However, rising food prices and farmers' limited production capacity dramatically restricted the quantities WFP purchased locally in 2009. Local procurement of fortified commodities was delayed by problems with quality control. With the start-up of P4P and the increasing focus on home-grown school feeding, local procurement remains a major policy issue for WFP to address, particularly in times of high food prices.

22. Based on extensive research and consultation, WFP has developed an overall sustainability strategy to support the Government's home-grown school feeding concept.¹³ Links have been established with farmers' groups and agro-processors of blended foods to develop local markets, stimulate local food production and increase incomes for local farmers. At the community level, local farmers are not yet fully aware of the opportunities offered by the GSFP, and only a small percentage sell their produce to GSFP caterers. Interviews revealed that farmers and the GSFP are ready and able to support the local procurement of food for school feeding programmes, but more efficient modalities have still to be worked out, particularly at the district and regional levels, and greater engagement is needed with farmer-based associations/networks and the Ministry of Food and Agriculture block farming programme.

Factors Explaining the Results

23. The CP's performance is the result of a combination of factors, some external and some within WFP's control. The drought and flooding that occurred in northern Ghana led to more staff time at the national and sub-office levels being devoted to the emergency from 2007 to October 2009, drawing them away from CP work; WFP did not have enough programme staff to address CP demands while simultaneously working on the EMOP. Although staff numbers increased in October 2008, according to staff interviews, they did not shift their orientation from emergency programming back to the CP until 2009.

24. The government shortfall in meeting its commitments to the CP was the main external factor affecting CP implementation. Changes of senior government staff

¹³Gariba, S. 2007. Sustainability Strategy for WFP Ghana. Ghana country office, Accra; Van de Hoorn, M. 2009. The Story Behind the Sustainability Study. Ghana country office, Accra.

after initial CP design led to reduced support for SFHNE coordinators and limited monitoring. There was also a shift in health and nutrition policy towards more preventive approaches through health promotion and nutrition education. Several major stakeholders suggested that WFP's supplementary feeding approach would be more effective and appropriate for targeting children with acute malnutrition rather than chronic malnutrition.

25. The outputs and outcomes of the CP have been undermined by the programme's broad geographic reach and the inadequate commitment and capacity from government counterparts and district authorities to ensure district budgeting for timely food transport and distribution. This has led to interrupted supply chains at every stage of SFHNE and SBE programming, including delays in transporting food to programme sites.

26. Early on, the CP was only 70 percent funded, which limited inputs. The second half of the CP has been affected by high food prices, which brought to light tension between WFP's imperative for cost-effective food procurement and the need to procure locally for home-grown school feeding. There has also been limited impetus within WFP at Headquarters, regional bureau and country office levels for hand-over to the Government. The differing interpretations and varied levels of understanding and commitment of the staff within the WFP country office have been one of the most important constraints. To be successful, the CP requires sustained effort to support staff in obtaining new skills and adopting approaches needed for the hand-over and sustainability strategies. Issues requiring more attention include facilitation of the hand-over strategy with the GHS; more focused support to the income-generating groups identified for hand-over of SFHNE; more civil society engagement in supporting community income-generating activities; support to district offices to ensure budgeting of their yearly cycles of food assistance support; and closer monitoring of capacity development and skills transfer at the national level, related to outcomes 3 and 4.

Overall Assessment and Recommendations

27. Most of the CP's planned outputs have been delivered, but their translation into planned outcomes and the overall development objective has been limited. This is largely because of insufficient government commitment, a lack of sustained work toward handing over, and limited time dedicated to the CP by country office staff from 2007 onwards, owing to the emergency operation to respond to floods and high food prices. Overall, the Ghana CP has partially fulfilled its objectives.

28. The CP was relevant to Ghana's needs at the time of its design, and its overall response is appropriate, but ambitious. The CP remains relevant in the current context of Ghana.

29. Positive outcomes related to sustainability have been achieved in SBE, particularly the THR programme, despite very limited financial support. There have also been encouraging results related to procuring food locally, making SBE more home-grown and boosting local food production, related to outcome 4. The Ghana School Feeding Programme acknowledges WFP's important role in supporting better monitoring and in influencing the targeting and content of the GSFP's school feeding, in such areas as menu preparation and the introduction of corn-soya blend.

30. WFP's SBE is well aligned and in synergy with the Government's Poverty Reduction Strategy, the Ministry of Finance's focus on social safety nets, and the Ministry of Education's goals of achieving MDGs 2 and 3. There have been improvements in gender equity in primary school enrolment and attendance, and increases in the number of girls transitioning to JSS. The THR programme for girls offers a best practice model for scale up. The Ministry of Education recognizes WFP's contribution to increasing enrolment at the regional level, but this has not been enough to ensure that the Government and the ministry provide the necessary inputs for transporting WFP food in a timely and efficient fashion to ensure the smooth roll-out of the programme. Challenges also remain for schools' efficient management of school feeding to ensure higher learning outcomes.

31. Overall, the effectiveness of SFHNE was moderate. While the model is achieving success in reducing wasting, it is not effectively reducing chronic malnutrition/stunting. The evaluation team questions whether blanket feeding of children was the most efficient approach for achieving the CP outcomes. As the Government moves towards a more preventive approach, WFP should consider other food assistance approaches in order to support a more effective and appropriate response to malnutrition, both chronic and acute.

32. The efficiency of CP implementation has been low, mainly owing to limited WFP staff time and the lack of government ownership and capacity needed to drive the ambitious CP vision and strategies forward. There have been numerous pipeline and distribution breaks, leading to smaller rations and the delivery of poor-quality food for SFHNE at the community level, and to breaks in the supply of school meals in some schools.¹⁴ Greater cost-efficiency in serving the joint GSFP/WFP food-assisted schools in the three northern regions is also needed.¹⁵ Limited district budgets and delayed government contributions to food delivery¹⁶ may also explain the low level of efficiency.

Summary of Recommendations¹⁷

33. **Recommendation 1:** WFP should continue to implement a CP in Ghana, with a phase out strategy based on the country's ability to meet institutional readiness criteria and school feeding quality standards. The new CP should be tied to triggers/monitoring milestones to be met by the Government. All WFP programming in Ghana should aim to provide a best-practice model for cost-effective social safety net programming that can be scaled up and replicated, particularly in relation to more efficient and targeted school feeding, and THR programming for girls.

34. **Recommendation 1a:** WFP Headquarters and the country office must hold high-level talks with the Government about WFP's future direction and contributions, in light of WFP's new Strategic Plan and school feeding policy, which focuses on institutional capacity development. The repositioning of WFP as a social safety net partner will require senior policy discussions over the coming months, with the

¹⁴Confirmed in interviews with WFP staff and other major regional stakeholders, and validated by visits to the regional store house.

¹⁵The WFP/Boston Group analysis of the costs of food assistance in joint WFP/GSFP schools suggests that joint delivery of school feeding is less efficient, as GSFP pays extra to supplement the food provided by WFP.

¹⁶These were mentioned by WFP staff and Government counterparts as major factors limiting programme implementation.

¹⁷Full recommendations are given in the main report.

Ministry of Finance, the National Development Planning Commission, the Offices of the President and Vice President and key ministries. This will enable WFP to devise a new strategy, reposition and ensure the creation of an enabling environment in which it has a well defined role in providing effective models for social development and food assistance programming in Ghana.

35. Recommendation 2: District targeting should be implemented more effectively. WFP should rank districts based on poverty and hunger criteria, and should focus future programmes on a few districts within the three northern regions that have the highest levels of undernourishment and food insecurity, according to new Vulnerability Analysis and Mapping (VAM), and are the most prone to drought. This will increase potential outcomes, help demonstrate decentralized models of efficiency at a decentralized level, enhance transport management and make monitoring easier.

36. Recommendation 3: Support to Basic Education, particularly the THR for girls, should remain a flagship programme for Ghana, and will require far higher visibility in current social protection policy forums involving the Ministry of Finance, multi-donor budgetary support partners and the social protection sector group. Future THR programming in the CP should ensure at least 70 to 90 percent coverage of upper primary and junior secondary schools, using a cohort approach covering all children in a given school year, but concentrating the programme in fewer districts, selected according to gender parity index scores and high numbers of girls not in school. A multi-sectoral approach should be adopted for THRs, in which the Ministry of Education leads, and collaborates with other ministries, including the Ministry of Employment and Social Welfare as the lead on social protection.

37. Recommendation 4: WFP-led school feeding should promote a cost-effective model based on home-grown school feeding. The model should help government and development partners consider more efficient approaches to school feeding, particularly given the fragile learning environments in northern Ghana. More locally accepted and cheaper school meals than are currently provided by the GSFP should be tested. The WFP model should demonstrate best practices in: i) achieving higher learning outcomes; ii) ensuring linkages to farmers' groups; and iii) strengthening community and district ownership and domestic farm production in the WFP target districts collaborating with the P4P programme.

38. Recommendation 4a: Critical to the school feeding programme is the need to define carefully the roles of head teachers and the Ghana Education Service in ensuring proper management of school feeding to satisfy quality standards and maximize learning outcomes.

39. Recommendation 4b: In schools that are unable to cope with the management-intensive programme of delivering a hot meal every day, a simple, more cost-effective and time-conscious approach to school feeding should be introduced, such as one based on locally produced fortified biscuits. This should be piloted, monitored and evaluated in selected rural and urban areas where WFP is likely to be working on school feeding with the Ministry of Education through the Ghana Education Service and the Ministry of Local Government and Rural Development.

40. Recommendation 5: The country office should engage in intensive consultation with the Ministry of Health at the national and regional levels and with other partners such as UNICEF, to restructure and develop new WFP nutrition intervention models for tackling mild/moderate malnutrition that complement the Government's new preventive health and nutrition approach. In the next CP, WFP should also consider whether it can support the Government in reducing acute malnutrition using food assistance in community health outreach approaches, such as community-based health planning and service centres and existing government nutrition centres.

41. Recommendation 5a: The current SFHNE programme should define a clear hand-over and phase-out plan, based on the current master list of communities and after consultation with the Government.

42. Recommendation 6: WFP should ensure adequate staffing, monitoring and support from its programme officers to attain in full the goals of future CPs that use developmental and sustainability approaches. The country office should establish staff plans to ensure that at least 30 percent of staff time is devoted to the CP, even in times of emergency. Policy consultation between WFP senior staff and government counterparts should be more in depth, with a wider range of government departments/ministries and more regular, so that WFP activities remain well coordinated, aligned and consistent with government development plans.

43. Recommendation 7: The country office should forge new partnerships with civil society agencies and others working at the district/community level to support and broaden government connections with communities in target districts, promote accountability and service delivery, and realize sustainability strategies. These partnerships should be monitored every three months, particularly at sub-regional levels.

44. Recommendation 8: As part of the new CP, the district planning and coordination units under district assemblies should receive better orientation to their roles and responsibilities for monitoring health, nutrition and education programming in the districts. Funds should be made available for joint monitoring with the planning and budgeting officers of each district assembly and for strengthening the social subcommittees that oversee social development interventions. This would help ensure long-term ownership of the programme at the district level and would improve oversight of food assistance programming to minimize leakages.

45. Recommendation 9: In consultation with the regional bureau and Headquarters, the country office should improve the monitoring and control of the CP's timeliness and quality, particularly regarding the work of government counterparts, quality/efficiency assurance of the supply chain and storage facilities, and appropriate activity outcomes. This may require more WFP involvement in transporting food with the Government, to ensure that inefficiencies are reduced.

1. Introduction

1A Evaluation Objectives and Design

1. The WFP CP (2006-2010) is in the last year of operation and the WFP Country Office has begun preparation of a new WFP Ghana Country Strategy. A mid-term evaluation planned for 2008 was postponed due to national elections. The main objective of the evaluation is to: *"Provide evidence based independent assessment of performance of the CP so that WFP and other programme partners can adjust course as necessary for the remainder of the CP term and to inform future programme design"* (see *Terms of Reference, attached at Annex 1*).

2. The scope of the evaluation covers the WFP Ghana CP activities which started from January 1st, 2006 to August 2009. Information from the 2005 base year has also been used in some cases to compare the situation before WFP CP interventions began and the degrees of change within the period. The evaluation does not specifically review the two EMOP activities which were carried out during the life of the CP but does take these into account in relation to CP operational performance, efficiency and achievements.

3. The Evaluation used a mixed method and Results Based Management (RBM) approach to assess the CP's relevance and appropriateness to the needs of the Government and people, its effectiveness (degree of achievement of objectives), the efficiency of implementation, the degree of sustainability and to a lesser extent the programme impact. A summary of the methodology and details of tools used and sites visited are available in Annex 2 of this report. Details of the documents reviewed, people met, the evaluation matrix, key data collection tools, and district selection for site visits are included in Annexes 3 to 9.

4. The first phase comprised an extensive document review and secondary data analysis against key CP indicators; this was followed by interviews with over 115 key national, district and sub regional office stakeholders, WFP staff, UN and government officials, private sector and civil society stakeholders; two weeks of field work in 12 communities in 3 districts across the three northern regions where the CP was operational; district level consultations involved WFP's government partners in the local government, health, education and agriculture departments and development partners at the district and regional levels. Methods included interviews with implementing staff, observation and participatory assessment methods involving women and children as primary beneficiaries. Triangulation and validation methods included visits to WFP warehouses, in-depth consultations with WFP regional monitors, WFP sub office staff and government implementers. The typology of sites selected for field visits is contained in Annex 11 and profile of communities visited at Annex 14.

5. The evaluation explored the intended/planned strategies contained in the CP, the actual outputs and outcomes and the factors which led to differences between the two. The evaluation approach involved the use of qualitative and quantitative data analysis, and triangulation methods to compare findings from different stakeholders. The Evaluation team maintained an independent approach but closely engaged with WFP country staff and government counterparts in assessing the outputs, outcomes and performance of the CP. Four stakeholder briefings and debriefing were conducted over the evaluation period with the CP staff at national and sub office levels; these consultations included selected UN, Government and civil society collaborators. The

evaluation team included an educationalist, nutritionist and agro economist along with five research assistants.

1B The Country Context

6. Ghana provides a mixed picture of development, reaching a level of achievement and then receding due to a variety of external and internal factors including lack of institutional capacity to manage and sustain increasingly complex development interventions. Ghana ranks 152 out of 182 countries based on UNDP's (2009) Human Development Index, but this is lower than the previous year's ranking of 142. Nationally, net primary enrolment increased from 59.1 per cent in 2005 to 83.4 per cent in 2008¹⁸ with gender parity being almost achieved in 2005/06 and then declining from 2006 to 2008¹⁹. Malnutrition is still high in Ghana with under five stunting at 22 per cent in 2008 nationally²⁰ (see further below). On the other hand, Ghana is set to become the first African state to reach the MDG 1 of halving poverty and hunger before the target year of 2015. The estimated number of undernourished people in Ghana has dropped steadily from 5.4 million in 1990-92 to 3.0 million in 1995-97 to 1.9 million in 2003-05.²¹

7. The latest Ghana Living Standards Survey (2006) indicates significant declines in the percentage of the population living in poverty from 39.5 per cent in 1998 to 28.5 per cent - population 23.5 million in 2007²². Economic growth was strong with GDP growth rising from 5.9 per cent in 2005 to an estimated 7.2 per cent in 2008²³. The elections in 2008 resulted in a peaceful, democratic transfer of political power bringing international recognition to Ghana as a maturing democracy in Africa. Ghana is classed as a 'strong performer' on the World Bank's provisional Country Policy and Institutional Assessment index²⁴.

8. Yet, although food production increased by 88 per cent between 1990 and 2006, Ghana is also a low-income food deficit country²⁵ with large rural-urban and inter-regional disparities in relation to poverty, food insecurity and access to basic services as well as recent signs of deepening poverty among food crop farmers and slum dwellers²⁶. In the three northern regions (Northern, Upper East and Upper West) and some coastal areas, there is persistent food insecurity and less progress towards the MDG's on all fronts. There is also evidence of growing disparities and inequity across the country in relation to regional and gender poverty. Gross primary enrolment is 35 per cent lower than in the Greater Accra region with girls' enrolment behind boys²⁷. Poverty rates, under five stunting, infant mortality and maternal mortality are all considerably higher in the northern regions than the national average. Maternal mortality rates appear to be increasing²⁸. The three northern regions now

¹⁸World Bank Country Brief, Ghana

¹⁹Ratio of female to male primary enrolment at 98 per cent in 2005/06 and falling to 96 per cent from 2006 to 2008/09.

Source World Bank data on MDG's <http://ddp-ext.worldbank.org/ext/ddpreports>

²⁰UNICEF, Global Database on Child Malnutrition, updated June 2008

²¹FAO Media Centre (2009) "Supporting Ghana's Fight Against Hunger."

²²UNICEF: Ghana at a glance, July 2009 <http://www.unicef.org/infobycountry/ghana.html>

²³Idem

²⁴World Bank Country Brief, Ghana

²⁵FAO Country Profiles, May 2009 <http://www.fao.org/countryprofiles/lifdc.asp>

²⁶Brinkman, H-J., Bauer, J-m, & Mahama, A., May 2009, Assessing the Impacts of the Global Economic and Financial Crisis on Vulnerable Households in Ghana, WFP

²⁷UNDAF for Ghana 2006-10

²⁸Government of Ghana Multiple Indicator Cluster Survey (2006), quoted in Biederlack, L. & J.Rivers, 2009, Comprehensive Food Security & Vulnerability Analysis, Ghana, WFP, Rome

account for half of Ghana's population living under the poverty line²⁹. The northern regions have been disproportionately affected by increasing food prices³⁰ and confront growing incidence of environmental stress.³¹

9. Recent WFP analysis of the institutional capacity of countries to transition out of food assistance, placed Ghana in the category of countries with emerging/transitional economies not yet sustaining the economic development growth needed to finance robust social policies and with chronic hunger still widespread among the population. This may change as Ghana translates its nascent oil revenues into support for strong social development programming. Ghana has relatively low levels of hunger compared to other countries in the category and relatively good World Governance Indicators³².

10. While fiscal policy in Ghana is viewed by the World Bank as 'pro-growth and pro-poor', at 7.9 per cent of total public expenditure (2008), health expenditure is well below the amount needed to meet the MDG's³³. By comparison, education expenditure is 13.3 per cent of total public expenditure with over 95 per cent of this expenditure financing teachers' salaries³⁴. Agriculture is the main occupation of 60 per cent of the workforce and accounts for 40 per cent of GDP. Smallholder subsistence farms account for 80 per cent of total agricultural output. Although the agricultural sector registered an average of 6.2 per cent growth in 2009 (compared with 4.4 per cent in 2002)³⁵, its performance is negatively impacted by inefficient farming practices based on using rudimentary hand tools, dependence on rain-fed agriculture, and poor marketing outlets for farm produce. Approximately 58 per cent of Ghanaian food crop farmers are food insecure with the highest densities of such farmers living in the northern regions³⁶.

11. The current macro economic situation is described as "delicate"³⁷. Reducing the quality and quantity of food consumption has been identified as a common strategy to cope with continued high food prices (along with return migration)³⁸. The global financial crisis has also resulted in lower export values, a fall in commodity prices, less and more expensive foreign capital, lower remittances and fewer tourists. This has caused declines in income growth, job losses and budgetary pressures which have led to reduced government spending on social protection systems³⁹. In addition, Ghana has been host to refugees from other countries in the region, such as Togo, Liberia and Cote d'Ivoire

²⁹UNICEF, Ghana at a Glance, July 2009 <http://www.unicef.org/infobycountry/ghana.html>

³⁰Biederlack, L. & J.Rivers op.cit.

³¹The Participatory Poverty and Vulnerability Assessment (PPVA, 2009) suggests that factors driving poverty in the northern regions including increasing discordant climate change with extremes of drought, flooding and windstorms resulting in single annual harvest of subsistence crops instead of at least two harvests and farming seasons per year in the past.

³²Reference + Draft under peer review.

³³United Nations Country Team, 2005, *UN Development Assistance Framework (UNDAF) for Ghana 2006-2010*

³⁴Very little of the non salary component of the budget is left for purchasing inputs for educational investment.

³⁵Government of Ghana, Budget 2010 Report (www.MOFEP.gov.gh/budget.cfm).

³⁶WFP Country Programme – Ghana (2006-2010)

³⁷Brinkman, H-J., Bauer, J-m, & Mahama, A., May 2009, *Assessing the Impacts of the Global Economic and Financial Crisis on Vulnerable Households in Ghana*, WFP

³⁸Idem

³⁹WFP (2009) *Assessing the impact of the Global Economic and Financial Crisis on Vulnerable Households in Ghana*.

12. Rice, maize and wheat are the largest food items imported. The country imports 66 per cent of its maize and 100 per cent of wheat commodities. By December 2008, real maize prices were 72 per cent higher than two years earlier and 144 per cent higher than 9 years previously. The real price of cassava, on the other hand, has remained relatively stable⁴⁰. (See annex 18 for the percentage change in real retail prices of various food crops).

13. Brinkman et al. (2009) has also established that households spend on average 52 per cent of their income on food. The share is higher for poorer households particularly amongst the urban poor who spend approximately 67 per cent of their income on food. Moreover, 75 per cent of households reported that expenditures had increased over the previous 12 months. Of these, 83 per cent singled out food as the most significant household expenditure item⁴¹. The *Comprehensive Food Security and Vulnerability Analysis* (CFSVA) of May 2009 highlights the fact that persistent food insecurity is concentrated in the poorest regions of the country, which are the three northern regions. These are also the areas most prone to adverse weather conditions such as floods and droughts and have been disproportionately affected by recent soaring food prices.

14. Despite this complex contextual analysis of achievements and setbacks, key donors in Ghana have progressively phased out of "food assistance". Ghana was dropped from United States Agency for International Development's (USAID) Food for Peace programme in March 2006 based on a global ranking and prioritisation of countries in receipt of food for development using malnutrition and poverty indices. Ghana is no longer eligible for food assistance support from USAID.

15. The Government of Ghana's current Growth and Poverty Reduction Strategy II 2006-2009 aims to accelerate agriculture-based economic growth and poverty reduction with greater emphasis on supporting the private sector. Agricultural growth in Ghana has grown more rapidly than the non agriculture sectors in recent years expanding by an average annual rate of 5.5 per cent compared to 5.2 per cent for the economy as a whole⁴².

16. At the time of the WFP CP (2006-2010) design and the United Nations Development Assistance Framework (UNDAF) 2006-2010, the Ghana Poverty Reduction Strategy II was in place, which also contained a pillar on human development and basic services and gave greater emphasis to capacity development of the public sector. Thirteen UN agencies including the WFP, signed the UNDAF 2006-2010 (which was extended to 2011 with renewal in 2012). Official development assistance to Ghana totalled US\$1200 million in 2006, supplementing the Government's own investment by 30 per cent of GDP.⁴³ The Multi Donor Budgetary Support (MDBS) framework for monitoring government performance in relation to Growth and Poverty Reduction Strategy (GPRS) also suggests several areas in which WFP objectives have contributed to the overall performance of country goals including the achievement of the gender parity index, reducing malnourishment and improving social protection. The Food and Agriculture Sector Development Policy (FASDEP II, August 2007), and an Agriculture Sector Plan 2009 – 2015 integrates

⁴⁰Cudjoe, G, Breisinger, C & Diao, X (2008) "Local impacts of a global crisis: food price increases and poverty impacts in Ghana", IFPRI Discussion Paper No. 842.

⁴¹Cudjoe, G et al (2008), op cit ; and Brinkman.H et al. (2009) 'Assessing the Impacts of the Global Economic and Financial Crisis on Vulnerable Households in Ghana'.

⁴²Ministry of Food and Agriculture, Ghana (2008): <http://www.mofa.gov.gh/CAADP>; also see Economic Research Service/USDA (2005), Food security assessment-2005.

⁴³World Bank/IDA, 2007, *Country Assistance Strategy for Ghana FY 08-11*

issues of food security and food assistance into its frameworks and objectives. The education sector policies placed little emphasis on food assistance with no mention of food assistance as a strategy for improving girls' education and enrolment in the Ghana Education Strategic Plan (2003-2015). As part of the New Education Strategic Plan (2010-2020), School feeding is mentioned as a strategy for improving access at Basic Education level. The Health Sector Programme of Work 2002-2006 also did not mention WFP contributions in the nutrition and health sector.

17. The overall country context depicts a situation in which despite significant reductions in poverty and hunger within the population, there continues to be regional poverty pockets and social inequalities which characterise Ghana's development profile. These areas continue to experience high rates of food insecurity despite increased food production. Coping strategies and family food security planning appear not to have made major impacts in these areas despite high levels of food assistance programming targeted to these areas. Food assistance appears to be building dependency in some communities and eroding traditional coping mechanisms in others. Ghana also provides a context in which numerous development interventions have been tested, piloted and scaled up within the education and health sectors.

2. Overview and Strategy of the Operation

2A Overview of the Operation

18. The Ghana CP Document (2006-2010), outlines WFP's commitment to contributing to three of the UNDAF's six strategic areas of cooperation: education, health and sustainable livelihoods. These are linked to the GPRS II and WFP's Strategic Plan and policies⁴⁴. At the time of programme design, the Government of Ghana was on track to meet the MDG1 goal of halving the number of people living in poverty. Since the beginning of the programme Ghana is one of the few countries worldwide to halve the number of people living under the poverty line and suffering from hunger⁴⁵.

19. The appropriateness and relevance of the WFP CP is underscored by the *United Nations Development Assistance Framework (UNDAF) for Ghana, 2006-2010*⁴⁶. Six inter-related areas of cooperation emerged as critical for the UN system's support to Ghana between 2006 and 2010. These were access to health; improving enrolment and gender equity in basic education; increasing productive capacities; strengthening the national response to HIV/AIDS; improving data management systems; and increasing the effectiveness of governance systems in Ghana. In supporting these outcomes, the UN system was guided by the human rights approach, which meant *putting emphasis on the most deprived districts and vulnerable groups in order to reduce regional disparities and bridge social gaps in basic social services in Ghana*.

20. WFP's 'mission in Ghana' is "to help the Government to expand and replicate successful models of food-based programmes for raising demand for and supply of basic education, with gender parity, and health and nutrition services for children

⁴⁴The GPRS II has three main pillars: private sector competitiveness; human development and basic services; good governance and civic responsibility.

⁴⁵FAO, 2009, The State of Food Insecurity in the World.

⁴⁶The UNDAF was based on the challenges identified in the *Ghana 2004 Common Country Assessment (CCA)* and lessons learnt from the previous CCA/UNDAF process. It supported national priorities as set out in the *Ghana Poverty Reduction Strategy II (GPRS II)*.

under five years and pregnant and lactating mothers at risk of malnutrition"⁴⁷. The four major expected outcomes of the CP are:

Outcome 1: Reduced levels of malnutrition among at-risk pregnant and lactating women and children under five;

Outcome 2: Improved attendance and completion rates among school children in basic education;

Outcome 3: Improved national capacity to implement and scale up supplementary feeding and on-site school-feeding;

Outcome 4: Increased demand for domestic farm produce in response to newly created school feeding market requirements.⁴⁸

21. The CP Project Document clearly states the WFP intention to progressively hand over and phase out external food aid in Ghana within five years, but this is not listed as an 'intended outcome' in the Logical Results Framework. Using food and non-food resources, the two core component activities in the CP are:

Component 1: SFHNE (39 per cent of total resourcing);

Component 2: Support for basic education (61 per cent of total).

Component 1: SFHNE

22. The main activities involved in Component 1 were to: provide fortified blended food to children and mothers, strengthen the capacity in nutrition programming at regional, district and sub-district levels and enhance health and nutrition education at the community level. The Ghana Health Service (GHS), WFP, UNICEF with technical support from the Food and Agriculture Organization of the United Nations (FAO) and World Health Organization (WHO) were intended to carry out complementary activities boosting outreach services and/or community health compounds. NGOs were to play an important role providing technical support and training; UNICEF was to support Community Health and Nutrition Centre (CHNC) infrastructure, training in Growth Monitoring and HIV/AIDS, provide nutrition education materials and advocacy for nutrition issues.

23. The Ghana Health Service (GHS) has responsibility for oversight and monitoring of the activity which is implemented by community volunteers, supported in some cases by Community Health Nurses (CHNs). CHNs provide health and nutrition education to mothers on a monthly basis as part of their routine activities but linked closely with the CHNCs in WFP sites and supplemented by nutrition attendants in some cases.

Component 2: Support to Basic Education

24. This was intended to enhance national efforts to increase enrolment, access and completion rates and improve gender parity in primary and JSS levels particularly in northern Ghana. The component was also intended to provide government with a model for implementation of a national on site school feeding programme as part of a pilot series of countries to introduce home grown school feeding. The two key activities were: on site school feeding in primary schools for boys and girls in P1 to P6 and secondly, take home rations for girls in P4 to JSS 3. The take home rations

⁴⁷WFP, 2005, *Project Document Country Programme - Ghana 10418.0 (2006-2010)* para.17, WFP/EB.2/2005/7-A/3

⁴⁸Ghana has now been scheduled to become a pilot country for the WFP 'Purchase for Progress' programme (P4P) from 2010

were targeted to continue in 19 of the 36 most deprived districts in northern Ghana and those with the worst Gender Parity Index (GPI)⁴⁹.

25. In 2005, the Government of Ghana started its Ghana School Feeding Programme (GSFP) along the lines of the home grown school feeding concept and different from the other school feeding programmes. The WFP and the GSFP entered an agreement in May 2007 of the CP to provide technical support nationally and provide food commodities which would support the programme in the three northern regions of Ghana. Initially, WFP was to provide food to the GSFP schools in the three northern regions three days a week and GSFP was to provide food two days a week. As a gradual take over in early 2008 by GSFP, the WFP assistance reduced to two days in a week and that of GSFP increased to 3 days a week. The GSFP approach was to focus on linking school feeding implementation directly to farmers producing food in the localities/areas where School feeding was active. The immediate objectives of the GSFP were to reduce hunger and malnutrition, increase school enrolment, attendance and retention, thereby advancing overall literacy achievement; and boost domestic food production. The GSFP was an initiative of the Comprehensive Africa Agricultural Development Programme (CAADP) Pillar 3 which seeks to enhance food security and reduce hunger in line with the UN Millennium Development Goals (MDGs) on hunger, poverty and malnutrition. The basic concept of the programme is to provide children in primary schools and kindergartens with one hot, nutritious meal, prepared from locally grown foodstuffs on every school going day.⁵⁰ The school feeding concept thus addresses the dual objectives of 1) increasing school enrolment, attendance and retention thereby advancing overall literacy achievement and 2) boosting domestic food production and, hence incomes of smallholder farmers. The underlying premise of the programme is that school feeding, using locally produced foods, can become an engine for economic development and poverty alleviation.

26. Activities related to Outcome 3 (improving national capacity for supplementary feeding and on-site school feeding) and Outcome 4 (increasing demand for domestic farm produce) were not specified as separate components. They were mentioned under the 'Implementation Strategy' in the CP Project Document. Planned activities included: technical missions by experienced professionals to work with relevant Ministries; training for staff of partner institutions, and staff-exchange programmes. In Standard Project Reports (SPR's), they were reported as part of Components 1 (SFHNE) and 2 (SBE).

27. Initial focus of the CP was on expanding WFP's main activities in the Upper West, Upper East and Northern regions, with further expansion to Ashanti and Western regions envisaged and then gradual phase out of CP programming in years four and five.

28. Table 1a in annex 1 (the evaluation Terms of Reference) provides a clear overview of all the key WFP ongoing operations in Ghana between 2005 and 2010. During the life of the CP there were two operations (EMOP and Protracted Relief and Recovery Operation [PRRO]). The EMOP (2007-2009) was funded at close to 16,683,150 million US\$ (excluding the ISC). The numbers of planned beneficiaries were smaller in the CP than the initial EMOP (2007 to 2009)⁵¹. The PRRO (106730) from 2006 to 2009 was funded to about US\$2,572,318 million (excluding ISC);

⁴⁹WFP had identified some of these districts in order to work with UNICEF on helping attain GPI particularly in the northern region of Ghana.

⁵⁰Ghana School Feeding Programme, District Operation Manual

⁵¹The original EMOP budget was for usUS\$17.9 out of which 4.5 was technical assistance to Government.

another PRRO (2010 to 2011) was being planned during the CP evaluation period. The proposed PRRO activities (January 2010 to December 2011) is of much larger scale with funding up to approximately US\$22 million.

29. The total CP funding envelope was envisaged at US\$16.2 million but with a budget revision 2009, it was increased to US\$23,865,080 million (excluding indirect support cost/ISC)⁵². Funding during the first few years of the CP (2006/07 to 2007/08) reached 65-70 per cent of the expected amount while the last three years of the CP was fully funded in late 2008 (2008 to 2010) through grants from the Canadian International Development Agency (CIDA) and others (e.g. Unilever, GTZ, German Quality improvement grant, Swedish Trust Fund) (see annex 18 for planned, actual and funded CP expenditures 2006-2010).

30. The CP also envisaged a large number of collaborating partners at community, district and national level including several civil society partnerships. The stakeholder map and list of interviewees in annex 4 provides an overview of the main stakeholders included in the CP design and interviewed as part of the field mission in southern and northern Ghana. Annex 16 provides the listing of the intended collaborating partners for the CP. The evaluation team was able to differentiate between actors and collaborators who were intended to have a direct role in the programme and those that were actually involved in the implementation of the CP including several UN agencies, district assemblies and civil society partners who would build the capacity of districts/ communities to finance their food assistance activities.

2B Strategy of the Operation

31. The CP employed an ambitious strategy which aimed to demonstrate best practice to Government in school feeding, and nutrition programming. A progressive handover strategy was put in Activity 1 and a scaling up and then phasing out strategy was put in place for activity 2 (Support to Basic Education). Sustainability activities, such as income generating programmes for women's groups in order to pay for some of the nutrition programming, were relevant strategies but demanded a high level of WFP facilitation with NGO collaborators and civil society organizations (CSOs) to ensure their success. At the same time the CP was scaling up girls' education programming in order to eventually phase out in the final two years. It aimed at a "life cycle approach" which would assist children under five and children in primary/junior secondary education. *"During the first two years of the CP, WFP will support the Government and communities in replicating successful models of component 1, supplementary feeding, and sustain component 2, girls' education, while preparing WFP's phasing out of external food aid in the final three years. Under component 1, sustainability strategies will be developed with communities, district assemblies and partners to enable them to appropriate the component by the end of the CP (CP para 40)".*

32. The goal of the Ghana CP (2006-2010) was to support the government in its assistance to poor households to meet their education, health and nutrition needs on a sustainable basis (*CP project document*). The CP directly addresses the WFP core programme goal for 2006-2009 as stated in the *WFP Strategic Plan (2005)*.⁵³ The

⁵²There was another budget revision after CP evaluation.

⁵³ Save lives in crisis situations; protect livelihoods in crisis situations and enhance resilience to shocks; support the improved nutrition and health status of children, mothers and other vulnerable people; support access to education and reduce gender disparity in access to education and skills training; and

SFHNE activity was consistent with the Ghana Poverty Reduction Strategy Priority 3, which focused on human development and the provision of basic services. The SFHNE and SBE activity conforms to WFP's Enabling Development Policy priorities 1 and 2 and WFP Strategic Priorities 3, 4 and 5 of the Strategic Priority 2005-2009. The CP document is also consistent with the new SP (2008-2013) Strategic Objectives 4 (Reduce chronic hunger and under nutrition) and has been a pioneer of Strategic Objective 5 (Strengthen the capacities of countries to reduce hunger, including hand-over strategies and local purchase).

33. In addition to the provision of basic services, the Ghana CP aimed to strengthen the government's technical capacity to replicate, sustain and expand successful models of good practice in nutrition, social protection and school feeding on a national scale, through the transfer of technical expertise and the creation of institutional mechanisms to guarantee sustainability. An important part of the implementation strategy was to establish long-term linkages between activities and local agro-processors to enhance the development of local food markets, increase demand for agricultural products, stimulate local food production and increase rural farmers' incomes particularly for women. Best practice models were also envisaged through the collaboration with the Ghana School Feeding programme and the Community Based Health and Nutrition Centres which were to provide models to the Ghana Health Service.

34. Both the VAM 2000/01 and 2004 confirmed that food-deficit and the most vulnerable districts to food insecurity were concentrated in the Upper West, Upper East and Northern regions. Combined with nutritional data from the Ghana Demographic Health Survey (see below), this supported WFP's decision to remain focused on the 3 Northern regions. There was an intention that the two CP activities (SFHNE and SBE) would be mutually reinforcing and combine their support to target populations to enable them to discontinue food assistance in the shortest time possible through geographic concentration. The strategy of the operation was also designed to implement a life-cycle approach in nutrition and education targeting pregnant and lactating women, children under five, and school children between 6 and 14. Activities focused in areas where the WFP programming would be complemented by activities of other UN organizations, NGOs, Community-Based organizations (CBOs) and bilateral donors.

35. The SFHNE activity in CP 10418.0 (2006-2010) followed on from an existing activity in the prior CP that supported 24 000 children and 14 400 pregnant and lactating women in 17 out of 24 districts in the 3 Northern Regions of Ghana. The RBM Impact Evaluation of the activity in 2004⁵⁴ noted that low coverage of the activity (about 6 per cent of pregnant and lactating women and 5 per cent of children under five years were reached) had resulted in negligible impact on malnutrition rates at district and regional level and recommended a rapid expansion of the programme in the most deprived districts. It further recommended that exit strategies be included in the implementation strategy with eligibility for full food support limited to 3 years with communities gradually taking over thereafter. The report identified a need to strengthen capacity building and to establish linkages of

strengthen the capacities of countries and regions to establish and manage food –assistance and hunger reduction programmes.

⁵⁴RBM Impact Evaluation of the Ghana Health Service " Supplementary Feeding, Health and Nutrition Education Programme" in the three northern regions supported by the WFP Asamoah Tutu, P. Sarpong Kumankuma, F. Van der Veen A. and Woodring, S. (2004).

women's groups with Income Generating Activities (IGAs), community farms and gardens from the start.

36. The new CP 10418.0 took on board these recommendations with a strategy to consolidate gains made during the previous CP, scale-up and then phase-out of external food support, with a gradual hand over to government and communities themselves⁵⁵.

37. A number of impacts were reported from the previous CP that provided a strong case for continuation of the activity into the new CP. These included improved food availability in the household; freeing up mothers' time to work on farms or IGA and improving their income while young children were in CHNCs; improved community unity (working together, making group decisions); enhancing women's role in the community; improved availability of pre-schools and regular health services; increased women's IGA groups; and mothers reported improved hygiene, reductions in child morbidity and improved nutritional status of their children. However, challenges were also reported, including sustainability (lack of success of IGA/community projects) under the CP and limited ability to phase-in and phase-out communities, as well as selection of communities that may not favour the most needy or those without other services/means (e.g. overlap with Catholic Relief Services [CRS] programmes).

38. In 2007 a district Multi Indicator Cluster Survey (MICS) study conducted by UNICEF and the Government, confirmed elevated rates of malnutrition in both the Upper East and Northern Region in comparison with the National levels, though rates in Upper West were more consistent with the national picture. See annex 10 for more details of the malnourishment trends over the life of the CP (2006 to 2009). The Food Aid Review of Ghana (2004) stated that although child nutrition figures—especially those for chronic malnutrition—are very high on a national level and higher even for some northern regions, they should not be seen primarily as an outcome of food supply problems inadequate child care, lack of micro nutrients, improper diet as well as diseases are the main factors for malnutrition.

39. The midterm evaluation of the WFP Girls' Education Programme (2004) also confirmed that the Take home ration programme was having positive impact on the attendance, enrolment and retention levels among primary school and junior secondary school children.⁵⁶ The study found that the programme should be scaled up and continued with higher degrees of government support over the coming years. The programme was redesigned to follow a cohort approach of supporting 40,000 girls who would eventually graduate from the primary school level and enter the JSS level over the life of the CP. A phasing out of primary schools and phasing in of more JSS schools was therefore the strategy embedded in the CP.

40. The strategy to phase out of external food assistance in Ghana was based on building community capacity, supported by district assemblies' capacity to manage and maintain CHNCs, and support the Government's capacity to implement and scale up supplementary feeding, Take Home Ration (THR) and school feeding. The Supplementary Feeding Programme was planned to be handed over progressively to

⁵⁵Although the phase-out strategy embedded in the Country Program was to phase-out of the Country Program, WFP was expected to remain in Ghana as a centre for other humanitarian and relief efforts in the region. The plan to support the government to continue addressing the needs of the population through capacity-building and other types of activities would also remain in place.

⁵⁶The (2004) WFP Girls' Education Self Evaluation found that the Gender Parity Index was not a strong measure for phasing out of a district due to the fact that the GPI did not capture the numbers of out of schools girls and boys and only measured parity with the school system.

the Ghana Health Service (GHS) as of 2008. Unfortunately, less emphasis was placed in the CP on ensuring that the take home ration programme approach to attaining gender parity and improving retention, completion rates along with other educational outcomes for girls was supported by the Ministry of Education.

Consistency with government policies/objectives:

41. The SFHNE activity was consistent with Ghana's GPRS II, which aims to reduce deaths of children under five from 110 to 95 out of 1000; reduce deaths of children under-1 from 56 to 50 out of 1000 and reduce deaths of women during childbirth from 200 to 160 out of 100 000. The Support to Basic Education component of the programme was also in line with the Ministry of Education's Education Strategic Plan (2005-2015) along with the new ESP (2010 to 2020) and 2015. The Take Home Ration (THR) component of the programme was mentioned in several Ministry of Education annual performance reports⁵⁷ as a key strategy for improving girls' enrolment, retention and transition in deprived areas of the country. The THR programme was one of the largest donor supported programmes for girls' education programming within Ghana's education sector.

42. WFP's CP was also consistent with the objectives of the *Imagine Ghana Free of Malnutrition* strategy, the goal of which was to maximize healthy lives of Ghanaians through influencing knowledge, attitudes and practices of a large segment of the population toward healthy food habits and by promoting consumption of nutritious locally produced and affordable foods. Its objectives and activities included: promotion of exclusive breastfeeding for first 6 months of life; appropriate complementary feeding practices for children 6 months to 2 years; improve nutritional status of children under five through supplementary feeding programmes in the 4 most deprived regions; improve the nutritional status of children in Basic School in the 4 most deprived regions; prevent and control micronutrient deficiencies; improve the nutritional status of pregnant women; prevent and manage children with Protein Energy Malnutrition. WFP is noted as a key partner in the document and Work plan and its SFHNE activity was clearly consistent with the government approach of the time.

43. The *Food and Agriculture Sector Development Policy* (FASDEP) of the Ministry of Food and Agriculture also seeks to address issues affecting small farmer operations, and adequate food and security country wide. Although the (FASDEP) document does not address school feeding specifically although the strategies proposed could improve household food security and help achieve the objectives of the home grown school feeding approaches and WFP school feeding programme with Ministry of Education. The Ministry of Food and Agriculture is also seen as an essential partner to WFP's collaboration with the Ghana School feeding programme and with respect to the achievement of outcome 4 in the CP. The FASDEP strategies proposed included: designing and implementing special programmes to target resource poor operators in the agriculture sector; enhancing production diversification of vulnerable groups; ensuring access to nutrition and health information; ensuring more effective utilization of production; stabilizing prices through buffer stocks and other measures; promoting processing, preservation and utilization of crops, livestock and fish products; strengthening early warning systems and putting in place emergency preparedness and disaster management schemes; designing mitigation measures against HIV/AIDS; and promoting the establishment of storage facilities, including community level facilities. These strategies aimed at ensuring adequate food access

⁵⁷Ministry of Education: Annual Education Sector Performance Reports (2006, 2007, 2008)

and produce at all times at competitive prices, and availability nationwide. Overall the CP design was very relevant and appropriate to the Ghanaian development and hunger context at the time.

3. Results

44. The next section is divided into two main parts related to the two major CP activities: supplementary feeding and support to basic education. The section begins by analyzing the main outputs achieved to date, and then the outcomes and eventual impacts of the programme.

3A Beneficiaries and Assistance Provided

45. Overall many of the outputs were achieved related to the supplementary health and nutrition feeding programme and the support to Basic Education under the 2006-2010 CP. Fewer outputs were realized in relation to the need to support capacity building of Government to take over supplementary feeding which has implications for the long term sustainability and the positioning of WFP as a capacity building partner with Government.

Outputs for Activity 1: SFHNE

46. SFHNE (Activity 1) targets 60,000 beneficiaries annually across 221 selected communities in the three northern regions. Intended beneficiaries include:

- 10,000 women in the 2nd trimester of pregnancy and the first 6 months after delivery and 14,000 children aged 6-24 months were to receive a micronutrient-rich take home supplement of a fortified blended food, iodized salt and oil from CHNCs on a monthly basis for seven months during the lean season;
- In day-care/pre-school centres 36,000 children aged 2-5 should receive one micronutrient-rich cooked mid-morning meal for 260 days a year (Monday to Friday).

The programme was implemented on a 'blanket' basis such that all eligible members of the community are included regardless of nutritional status.

47. One hundred and thirty-eight new communities joined the programme at the start of the CP in 2006, while sixty five "self sustaining" communities were phased out of the programme⁵⁸. These communities were selected by District authorities, using eligibility criteria outlined by WFP and community profiles based on pro-poor mapping. WFP then verified the sites through visits. With the limited quantity and quality of data available at that time the targeting process appears relatively thorough and appropriate, although inevitably lends itself to a measure of political influence at the district level. Although all sites that had been in the programme since before 2000 were due to be phased out prior to the start of the CP, the evaluation found communities that had been benefitting from the programme for 10 and 15 years and some communities intended for phase out at the beginning of the CP were still receiving support. Therefore it appears that the phase out targeting for the CP was not followed through and there was a failure to implement the phase out strategy from the start of the CP partly due to limited monitoring, and lack of uptake

⁵⁸Significant mapping exercises were conducted to assess the readiness of communities to phase out and their capacity to continue supporting their own Nutrition centres: see Van de Hoorn (2009) "The Story behind the Sustainability Strategy: an analysis of past and current development linkages for sustainable phase out of WFP's activities in Ghana: WFP Ghana."

by both the Ministry of Health Activity 1 coordinator and nutrition officers and WFP staff.

48. In both 2006 and 2008 a greater number of beneficiaries were reached than targeted with take-home supplementary food, particularly pregnant and lactating women. However at the same time there were commodity shortfalls and pipeline breaks: for example the take-home ration for pregnant and lactating mothers and children under-2 had not been received by beneficiaries since between 2-5 months prior to the field visit. All of the communities containing nutrition centres visited during the field work confirmed this along with the regional store keeper and WFP regional staff.

Table 1 Percentage actual vs. planned beneficiaries reached under activity 1, SFHNE, 2006-2008

	Children 2-5 yrs %	Children 6-24 months %	Pregnant/lactating women %
2006	57.1	115.6	150.7
2007	100.3		100.9
2008	100.3		133.8

(SPR's 2006 to 2008)

49. The low numbers of children 2-5 years reached in 2006 reflect the slow start-up period as communities joining the programme who needed time to prepare infrastructure for the day-care and appoint attendants. The high numbers of pregnant and lactating women were attributed by all stakeholders to underestimations at the planning stage.

Table 2 Percentage of SFHNE actual vs. planned commodities delivered 2006-2008

	CSB %	Rice %	Oil %	iodized salt %	Sugar %	Maize meal %
2006	71.2	25.3	56.5	63.3	35	86.7
2007	24.2	n.a. see note	96.6	n.a. see note	77.1	49.8
2008	88.9	17.9	70.4	63.5	31.3	43.1

n.b. in 2007: 630 mt rice and 67mt iodised salt were distributed though not planned.

50. In 2006 commodity shortfalls amounted to 37.4 per cent; 31 per cent in 2007; and 30 per cent in 2008. These have largely been attributed to inadequate funding during the first 3 years of the CP (see Section 4). Interviews with nutrition centre staff revealed that there were a variety of methods for dealing with insufficient commodities or too many beneficiaries at programme sites. For take-home rations either the monthly quantity was divided between all mothers attending or the entire 3 month supply was distributed in one month to ensure that all attendees received the stipulated quantity for that month. From the data presented here and discussions with communities it is clear that beneficiaries did not regularly receive the planned ration on a timely basis, but a reduced amount in both quantity and quality⁵⁹. This is particularly true for take-home rations for pregnant and lactating women and children under-2 as on-site feeding is prioritized. Shortfalls in commodities for on-site feeding were also supplemented by community efforts in the majority of sites while THR were not.

⁵⁹This was partly a result of underestimation of the number of mothers who would attend on THR days.

51. Additionally all sites visited stated that take-home rations for pregnant and lactating women and children 6-24 months were distributed monthly throughout the year (subject to pipeline flows) and not only during the lean season, which is a deviation from the CP design and cannot be adequately met by available supplies. Children aged 2-5 years in CHNCs were provided with 2 cooked meals daily in all sites visited, a breakfast porridge and a rice or Corn-Soya Blend (CSB) based lunch, although the intention of the supplement was to provide 1 meal. The shortfall of CSB in 2007 is of major concern as this commodity provides the micronutrients and protein necessary to supplement the quality of the diet of the beneficiaries.

52. In all the sites visited in Kassena Nankana, Upper East region, CSB was found to be infested with weevils. There have been complaints from district officers and community members about the poor quality of food provided by WFP Ghana. Observations at the nutrition centres confirmed these complaints from children, their siblings, community members/teachers and district officials. Some of the children could not eat the corn soya blend particularly when water and sugar were added. Discussions with key community and district stakeholders revealed that there are obstacles at all stages of the supply chain which resulted in inefficient storage and delivery of commodities. These relate both to financial constraints as well as to GHS and District Assembly (DA) commitment and capacity to manage the supply chain effectively and are explored further under Outcome 3 in section 3B. The findings above reveal that intended rations are being reduced, both in quantity and quality, due to a combination of factors, explored in Section 4.

Support to Basic Education (SBE) Activity 2 outputs

53. SBE was aimed at "improving attendance and completion rates among children in kindergarten and primary school, and girls at Junior High School (JHS)" (WFP/SPR 2007). Outputs under activity 2 (SBE) included take-home food rations for girls and school feeding to encourage retention and completion especially among girls across the three northern regions of Ghana. Girls achieving 85 per cent attendance at upper primary and JHS in 308 schools were targeted in 2005 of the CP.

54. According to WFP SPR report for 2006, there was a shortfall overall of the total target number of beneficiaries for support in basic education including THR and school feeding beneficiaries of 18.8 per cent). However, the number of girls receiving take-home ration exceeded the target (100.6 per cent) for the planned activity. WFP also moved its assistance from the lower grade levels (P1 to P3) to higher grades, increasing the number of schools covered to 804 schools and adding 26,000 new beneficiaries⁶⁰. The failure to meet targeted beneficiaries overall was attributed to delays with procurement from local producers and delay's in signing the Memorandum of Understanding with the Ghana School Feeding Programme (GSFP).

55. The targeted number of THR supported schooled were planned for 770 of which WFP was able to reach over 804 schools under the programme in 2006. Number of farmers groups supported through local procurement was planned at 607 groups WFP was able to reach 800 farmers groups in its local procurement programme in 2006.

56. In 2007 and 2008 WFP exceeded the total targeted number of beneficiaries by 15.4 per cent and 38.8 per cent respectively. This was achieved through enhanced

⁶⁰The move to phase out of the lower grades of P1 to P3 was part of the phase out strategy to ensure that a cohort of girls at upper primary levels was supported at the most vulnerable age grades in achieving completion and transition rates to JSS levels of education.

collaboration with the GSFP in 2006/07 which led to the launching of school feeding in 79 schools in Northern Ghana enabling WFP to feed more children in kindergarten and primary level than planned. There was also an increase in the targeted number of children receiving take-home ration as a result of increased enrolment stimulated by the GSFP and other factors such as the capitation grant programme which was given to all schools. There was also increasing emphasis by other development actors on improving gender parity particularly through NGO programmes in the north. The number of schools involved in the THR programme in 2007 remained at 804 schools. The number of farmers groups supported through local procurement rose dramatically to 2,087 groups exceeding the target figure of 1,500.

57. The total actual beneficiaries covered by WFP support to basic education (THR, and School feeding) increased between 2006 and 2008 from 42,232 to 249,848 beneficiaries⁶¹. WFP covered more beneficiaries than planned in 2007 and 2008. The strategy of gradually phasing out of the Take Home Ration (THR) meant that as the cohort of girls moved to higher levels of education in the target schools new girls already enrolled at the lower grade levels would not be added to the THR programme.

58. Price increases in 2007 and 2008 resulted in a reduction in the quantity of food procured locally by WFP Ghana as budgetary provision had been made before the price increases occurred. Thus in 2007 the quantity of food ration was reduced due to growing numbers of beneficiaries coupled with dwindling quantities of WFP food available. The severity of the challenge was apparent in 2008 when WFP was only able to support the take-home ration activity for two out of the three academic terms. It also affected school feeding operations in which only 41,324 children were reached instead of the planned 50,000 children representing a shortfall of 17.4 per cent. Table 3 below outlines the main performance indicators for support to Basic Education from 2006-2008.

Table 3 2008 SPR output data on beneficiaries

Beneficiary Category	Planned			Actual			% Actual v Planned		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Act2: Support for Basic Education									
Number of children below 5 years of age	26,000	26,000	52,000	5,612	5,645	11,257	21.6 %	21.7 %	21.6 %
Number of children 5 to 18 years of age	22,000	54,000	76,000	15,619	49,202	64,821	71.0 %	91.1 %	85.3 %
Number of adults	26,000	26,000	52,000	86,885	86,885	173,770	334.2 %	334.2 %	334.2 %
Total number of beneficiaries in 2008	74,000	106,000	180,000	108,116	141,732	249,848	146.1 %	133.7 %	138.8 %
Total number of beneficiaries in 2007	83,000	117,000	200,000	96,029	134,852	230,881	115.7 %	115.3 %	115.4 %
Total number of beneficiaries in 2006	5,000	47,000	52,000		42,232	42,232		89.9 %	81.2 %
The total number of beneficiaries includes all targeted persons who were provided with WFP food during the reporting period - either as a recipient/participant in one or more of the following groups, or from a household food ration distributed to one of these recipients/participants.									
Children receiving school meals	22,000	28,000	50,000	21,231	20,093	41,324	96.5 %	71.8 %	82.6 %
Children receiving take-home rations		26,000	26,000		34,754	34,754		133.7 %	133.7 %
of whom: Girls in secondary schools receiving take-home rations		18,000	18,000		23,968	23,968		133.2 %	133.2 %

59. Interviews with children across several JSS schools indicated that they were not aware of the amount of Take Home Ration which was to be given. The students interviewed described the quantities of maize and oil per student which were far

⁶¹Adults are included in the beneficiary number based on the fact that the THR programme supports household supplementary feeding of 2 adults and 2 extra children in the household. The figures for under five are children in the school feeding program at KG level. The figures for children between 5 and 18 include beneficiaries in the THR and the school feeding programme.

lower than the allocated amount and cited examples of how “teachers shared the bags of maize and oil” to the students and then to themselves.⁶²

Children being interviewed by the teams in field study sites along with other community members in the Upper East were quick to ask the team when teachers were not around whether: “the teachers were able to benefit from the THR.” The quantities of food which were being distributed in WFP communities were far below the specified THR with some children (girls and their mothers) receiving only:

- *A handful of salt*
- *Less than a litre of oil*
- *A few large bowls of maize.*

Teachers explained when they received the food they would calculate how many people could share from the same bag or oil can. The parents would bring their own containers to get their portion.

60. Reports from teachers and children at the upper primary level suggest that WFP food distributed at the schools was not of high quality. Interviews with siblings of children in one primary school indicated that two children were recorded as having been sent to hospital in one Northern community and several had become sick where food was provided by both GSFP and WFP school feeding programmes. Further probing and observation of the store room revealed that the food was not being stored properly in these communities and the CSB was expired. Visits to the store rooms across almost all the schools and nutrition centres revealed a very poor standard of storage with high incidence of weevils and sometimes also rat and mice defecation. The worst storehouses were in communities which had not been monitored by District Girls’ education or nutrition officers in a very long time. All the communities were struggling to store the food properly in their storerooms and districts complained of not having enough basic storage boxes to keep the maize and rice bags off the floor⁶³. In general, the CP implemented the strategy of gradually phasing out of schools receiving take home rations as girls reached the higher levels of upper primary and JSS with only 291 schools left in the programme as of 2008. Currently, the cohort of girls who were supported in the take home ration are at the JSS 2 and JSS 3 levels with the number of schools having been reduced from 802 to 291 in the programme. The SPR (2008) mentioned that the scaling down and eventual phase out of the girls take home ration was based on improvements in GPI across the intervention districts. However, the Mid Term Evaluation of WFP’s Girls’ Education Programme suggested that GPI was not the best indicator of girl’s participation in education since it did not capture the number of out of school girls.

61. While the take home ration programme has progressively been phased out, the number of schools covered by the school feeding programme has increased due to the collaboration with the GSFP and WFP’s own initiative. In January 2009, 200 new schools, which were initially supported by CRS, were taken on board for school feeding with direct support by WFP. The addition of 200 new schools for WFP support was initially intended to work as a joint collaboration with the GSFP in which WFP would begin by providing 2 days of food support and GSFP would provide 3 days. Unfortunately during the time of WFP expansion, the GSFP was not ready to take on these 200 new schools under their programme but promised that during the next phase of GSFP scale up, they would instruct districts to include these new schools in their plans. WFP selected 4-5 schools in each of the 38 northern districts on this

⁶²Each child is entitled to 8kgs maize, 1 kg salt and 2 litres of vegetable oil per month. Distribution is to be carried out on a termly basis so each beneficiary receives three times this quantity.

⁶³The evaluation team also found that CSB was very close to expiry date when received by communities and large quantities of maize were found infested at the central warehouse in Tamale.

understanding. When the letters for scale up came from the GSFP secretariat it was not clear that this was the intention of the GSFP. The districts selected other schools, leaving the newly selected WFP schools under the direct support of WFP and not included in the GSFP.

Table 4 Performance indicators for support to basic education (2006-2008)

Performance indicators	2006 Planned	2006 Actual	2007 Planned	2007 Actual	2008 Planned	2008 Actual
School Feeding						
Number of primary school children having received wet rations.	30,000	31,054	30,000	32,881	50,000	41,324
Number of schools participating in <u>school</u> feeding programme	70	79	70	79	80	80
Dry Ration/THR						
Number of girls in P4 to JSS3 having received <u>dry rations</u> .	42,000	42,232	34,000	39,600	26,000	34,754
Number of <u>schools</u> in girl-child education programme targeted for Take home ration by WFP.	770	804	770	804	804	802
Total (metric tons based on SPRs)	3747	2,128	4,467	3,397	4,302	1,552
Percentage gap between planned and actual metric tonnage distributed		59%		73.5%		48%

(Based on RBM evaluative matrix for CP, 2010; SPR reports 2006 to 2008; the SPR report for 2009 was not available at time of CP evaluation)

62. The WFP programme was offering a cost effective alternative to the Ghana school feeding program hot meal. Costing estimates for the school meal options provided by WFP were US\$0.11 US cents (new food basket/2009) and US\$0.08 US cents using the old food basket (2006-2009) commodities alone. When adding local transport and supplementary foods from the community the cost of the WFP meal cost rose to 0.28 compared to the Ghana School Feeding programme hot meal cost at US\$0.33 per meal alone (or 3,000 old Ghana cedis) (see table 5 below). The cost of the Ghana WFP school meal was within the middle costing range compared to other countries across Africa where the costs range from US\$20 to US\$63 per child per year⁶⁴.

Table 5 Food commodity prices for various WFP interventions

Intervention	Cost of the food commodities per child or beneficiary (US\$) ⁶⁵
THR for Children 6-23 months	0.23
Take Home ration for Mothers (Pregnant and lactating)	0.17
Onsite Supplementary Feeding for Children 2-5	0.11
THR for girls	0.21
WFP School feeding programme	0.11
Ghana School feeding programme	0.60

(Source: WFP Ghana Country Office, Oct 2009)

⁶⁴Bundy, D. et al. (2009) Rethinking School Feeding: social Safety nets, Child Development and the Education Sector. The average cost of a fortified biscuit ranged from US\$12 across selected countries in Asia per child and US\$52 dollars for a take home ration per beneficiary across selected countries in Africa including Ghana.

⁶⁵Costs do not include management costs of WFP.

63. Food commodity prices for the supply of various WFP interventions including school feeding and THR were estimated by the WFP Ghana office in 2009.

64. Table 6 compares the costs of feeding per child across CRS, Ghana School Feeding Programme and WFP schools. WFP conducted technical studies to demonstrate locally grown foods which could be used for a "local menu" with options ranging from US\$20 to US\$57 per child depending on the menu.⁶⁶ Studies by the Berkley Group and more recently by the Boston Consulting Group corroborate these findings and add the other costs associates with providing one hot meal for children and found that costs per child were significantly cheaper if using the WFP school meal plan. The Berkeley group found that if the government had used the WFP basket they would have saved 22 per cent of the overall cost of feeding from 2007 to 2010.⁶⁷

Table 6 Programme comparison of costs to implement school meal per child

	CRS	GSFP	WFP
Food procurement (per child per			
Raw Materials Cost (food)	0.15	0.29	0.08
Supplemental Food	-	-	0.21
International Shipping (to Ghana)	0.038	-	-
Port warehouse cost	-	-	-
Domestic transportation	0.027	-	Included in raw material cost
Local warehouse cost	-	nm	-
Local transportation	-	nm	-
Subtotal	0.22	0.29	0.28
Ongoing cost (per child per lunch)			
Liquid soap	-	-	-
Fuel	-	0.018	-
School cook salary	-	0.013	-
Subtotal	-	0.031	-
Total lunch cost per child	0.22	0.33	0.28

Outputs related to outcome 3 (improved national capacity):

65. Intended outputs for improved national capacity for SFHNE included building the capacity of Government to eventually take over the nutrition centres and supplementary feeding programs. Performance indicators included the extent of local contributions to the activities. Overall, SPR's and other reports gave very little information related to Outcome 3. However, the evaluation team found the following.

66. In 2006, 49 GHS staff were trained in a Training of Trainers workshop on growth monitoring and 378 community members (volunteers), centre attendants and health workers were trained in growth monitoring and promotion by UNICEF and WFP. GHS has managed to continue regular trainings of nutrition attendants in operation of centres, preparation of CSB, hygiene and weighing of children, with the majority of attendants having received training within the last year. WFP has continued to provide training and technical support to GHS staff on an ad hoc basis throughout

⁶⁶See "Models for Designing Implementing and Targeting School feeding programs in Ghana" by Massing, Asumoa and Haruna (2006)

⁶⁷Financial and Monitoring Assessment of the Ghana School Feeding Program (June 2007) by Anita Liu, John Bruno and Leland Hedges (UC Berkeley School of Business).

the programme, particularly on monitoring and reporting. There were also annual training for storekeepers, as well as joint quarterly stocktaking exercises at all project districts. There is also an annual follow-up baseline conducted by Ghana Health Service. However, Government counterparts and WFP staff working closely with communities in the 3 northern regions stated that they were insufficiently consulted during the programme design and start up phase which resulted in lack of ownership and commitment of counterparts at District and community level related to CP activities.

67. Target communities' involvement in the contribution of food for activity 1 was mixed depending on the capacity and level of community organization. There was a high level of community involvement in providing volunteer staff at nutrition centres, cooks and attendants to assist at these centres. Community cooks were also provided in WFP led school feeding programmes and sometimes in communities where the Ghana school feeding programme was operating. Communities who had been trained by CRS in operating school feeding appeared stronger in providing support to the SFHNE and SBE activities; this is particularly due to the high degree of training that community food committees and head teachers received over the life of the CRS project. Very little training was identified across the WFP communities/schools visited and in interviews with school management committees and nutrition centre committee members operating the activity 2 and activity 1 programmes. At district level a training of trainers' workshop was carried out for teachers, and cooks on hygiene, food storage and record keeping, as well as CSB handling and preparation. WFP training appeared to target mainly the same key district level stakeholders in warehouse management, reporting and more recently the new food basket.

68. The Activity 2 coordinators for the Support to Basic Education programme appeared to have carried out adequate monitoring and support for the Take Home Ration in areas where the Girls' Education Officers saw the programme could make a substantive difference to girls' enrolment and retention rates. These same officers have begun supporting the WFP/ MINISTRY OF EDUCATION School feeding programme. The SFHNE coordinators were much less resourced and supported by the Government to ensure the effective monitoring of WFP activity 1 work compared to the SBE (activity 2) coordinator. WFP also helped to support the development of manuals for CSB usage and training, the production of a school feeding activity guide and facilitated an exposure trip for government to Chile in order to explore models of HGFS. Despite this technical support, the Ghana central government support was insufficient to ensure that the CP was adequately coordinated and managed by the activity coordinators in both programmes so that the WFP CP achieved its goals and strategies (e.g. proper phase out in some communities).

69. The District Assemblies visited during the field study provided infrastructural support at the start of the nutrition programme and have budgeted for transport from the regional warehouse in Tamale to the District but are constantly facing constraints with timely funding from central government. This has contributed to the lapse in transporting food to the districts from the central warehouse and sometimes pipeline breakages in the distribution of activity 1 and activity 2 food supplies. Movement of the food from the district assembly to the communities is carried out by GHS staff on their routine visits or by communities themselves. Movement of food from the regional warehouse to the communities for activity 2 depends on contractors hired by the Ghana Education Service (central level). This relies on effective communication and travel preparations in order to move the food on a

timely basis, both of which are frequently tenuous. See section 5A on efficiency and effectiveness on a detailed discussion on the lapses and pipeline breakages.

Outputs related to outcome 4 (increased demand for domestic farm produce):

70. The performance indicators for Outcome 4 in the CP logical framework are the tonnage of food procured locally by WFP and by contracted suppliers and also produce sales by local farmers' groups to the local procurement initiative. The CP Results matrix for 2006-2010 indicates that the tonnage and monetary value of food commodities procured locally by WFP increased steadily from 5,315.0 mt (valued at US\$1,784,543) in 2006, to 5,433.73 mt (valued at UD\$1,919,984) in 2007, and 10,828.0mt (valued at US\$7,093,493) in 2008. Data from the Standard Project Reports (SPR) corroborates this trend: in 2007 and 2008, **68 and 77 percent**, respectively, of the food for the project was procured locally⁶⁸.

71. This gave increased visibility to WFP as a contributor to the capacity building and income of local farmers. SPR's also state that local procurement also enhanced working relationships with the relevant government agencies and private sector particularly. According to the Public Relations office in WFP Ghana "it improved and enhanced WFP's image in Ghana." However, rising food commodity prices and limited capacity of the farmers for production restricted the quantities purchased. Local suppliers purchased maize, vegetable oil and soybeans from 2,082 farmers and five out-growers, which had the added benefit of increasing their income. Small tenders of 50mt each were floated to support individual farmers and farmers' groups. Local procurement of fortified commodities was delayed as a result of problems in quality control. WFP provided suppliers with technical assistance to address this situation but more could have been done such as broadening the base of potential suppliers and providing more training on fortification and quality control.

72. *Percentage of food procured by contracted processors from small farmers' associations:* Over the 2006-2008 period, the number of farmers/farmers' groups reported to be supported through local purchase increased from 800 in 2006, to 2,087 in 2007, but decreased substantially to 279 in 2008. These figures are based on information provided by the WFP Ghana Procurement Officer responsible for local procurement; he explained that often local traders provide estimates of the number of farmers groups they have worked with in order to procure the food locally. WFP has not been able to verify these figures, nor at what price the farmers receive from the traders.

73. The reason for the decrease in estimated numbers of farmers groups reached in 2008/09 is partly a result of less food being purchased locally due to high food prices in Ghana (see table 7 below). Maize, oil and corn soya blend could no longer be purchased at competitive prices within Ghana, due to rises of 3 times the international price which resulted in WFP turning back to international procurement. Available data based on field visits from the evaluation team reveal that the percentage of food procured by caterers, school management committees and contracted processors from small farmers' associations in GSFP/WFP schools in northern Ghana is about five per cent in urban areas but can rise to about 50 per cent in rural localities. Local farmers supply mainly vegetables and condiments that cover only a small percentage of the food requirements of WFP schools (five per cent).

⁶⁸This is food grown in Ghana but not necessarily in the same region where the program is focussed, often procured by local traders.

Table 7 Percentage change in real retail prices of selected good crops

Period	Maize	Millet	Sorghum	Local Rice	Imported Rice	Cassava
Jul 1999 – Jul 2008	203.2	132.7	163.2	94.7	85.1	37.6
Jul 2006 - Jul 2008	118.6	34.3	53.7	42.0	53.0	-0.9
Dec 1999 – Dec 2008	144.1	131.5	166.4	136.9	48.8	58.2
Dec 2006 – Dec 2008	72.1	34.7	38.5	51.3	52.4	32.9

Source: Ministry of Agriculture, Ghana (cited here from Cudjoe, G, et al. 2008)

3B Attaining Objectives

74. The overall findings suggest that WFP was making contributions towards improving nutrition and education indicators at community level in the neediest regions of Ghana but the scale of the programme was not sufficient to make a significant change at district level. WFP's performance was particularly encouraging regarding THR support to girls' education. The Ghana Education Service had adopted the programme as its own and was implementing it in a resource constrained environment. Girls' education officers had assessed the effects of the THR programme as part of their ongoing work and found that it was having significant positive effect on attendance, retention and completion of girls particularly at the upper primary and JHS. The Ministry of Education in some cases was also identified WFP as a contributor to the change in enrolment rates on a national level particularly in its annual performance reports. These acknowledgements were not enough to ensure that the Government and the Ministry of Education provided the necessary inputs to transport WFP food in a timely fashion in order to ensure smooth roll out of the programme.

75. Nutritional indicators also improved in year one of the CP and then remained static thereafter; the rates of child malnutrition in most of the CP communities remained high after the 4 year period of CP implementation. Despite the presence of WFP in some communities for the last 10 years, there still remains little impact on stunting which suggests that the SFHNE model is not effectively tackling chronic malnutrition. While the model may be having greater success in tackling wasting in the target communities in northern Ghana, the evaluation team questioned whether there was not a more efficient approach than blanket feeding of children to achieve outcomes.

Performance on Outcome 1: Reduced Levels of Malnutrition among at-risk pregnant and lactating women and children under five

76. There have been significant reductions in underweight and wasting of children 6-59 months between 2006 and 2009 in project locations according to WFP/GHS baseline surveys as illustrated in the table 8 below: underweight reduced from 36.4 per cent (95 per cent Confidence Interval 32.3-40.8) in 2006⁶⁹ to 24.1 per cent (95 per cent CI 20.1-28.5) in 2009; and wasting from 17.1 per cent (14.2-20.5) in 2006 to 10.7 per cent (8.4-13.5). There were no improvements noted in relation to stunting even though some communities had been involved in the programme for over five years. The evaluation field work revealed that the SFHNE activity has no doubt contributed to these improvements, alongside enhanced GHS community health services in some locations and inputs from the EMOPs implemented concurrently by WFP in some of the same communities.

⁶⁹The 95 per cent confidence interval means that, while the percentage stated 36.4 per cent was found in the sample studies we cannot be fully certain that the actual figure in the entire population of WFP beneficiaries lies between 32.3 per cent and 40.8 per cent.

Table 8 Outcome data on nutritional indicators for activity 1 SFHNE, 2006-2009

Outcome	Baseline survey 2006	Follow up survey 2007	Follow up survey 2008	Follow up survey 2009	Latest National Average (2009)
% low Body Mass Index among non-pregnant women (<18.5)	12.0	8.8	10.9	10.1	8.3% (7.2-9.5)
Children 6-59 months					
% chronic malnutrition (stunting) (height/age <-2z),	27.4 (23.9-31.4)	36.5 (33.4-39.6)	30.8 (26.1-35.0)	26.1 (21.7-30.9)	22.1% (20.2-24.1)
% underweight (weight/age <-2z),	36.4 (32.3-40.8)	21.6 (19.0-24.3)	16.3 (12.6-19.9)	24.1 (20.1-28.5)	11.6% (10.1-13.2)
% wasting (weight/height <-2z),	17.1 (14.2-20.5)	11.4 (9.4-13.5)	9.9 (6.9-12.9)	10.7 (8.4-13.5)	7.1% (5.9-8.5)

(Sources: Latest national average figures are from WFP's CFSVA 2009)

77. A decrease in underweight is consistent with the national trend in Ghana, while a decrease in levels of acute malnutrition (wasting) is exceptionally good in relation to national trends. Nevertheless, the overall rates continue to remain above the national averages for Ghana, although confidence intervals for stunting and wasting overlap with those for the national data found in the CFSVA and may not be statistically significantly higher. The criteria used by WHO and WFP to define a serious situation are 10 per cent for wasting, 30 per cent for stunting and 20 per cent for underweight, revealing that while improvements have been made some challenges remain to bring, particularly the chronic situation, firmly under control⁷⁰.

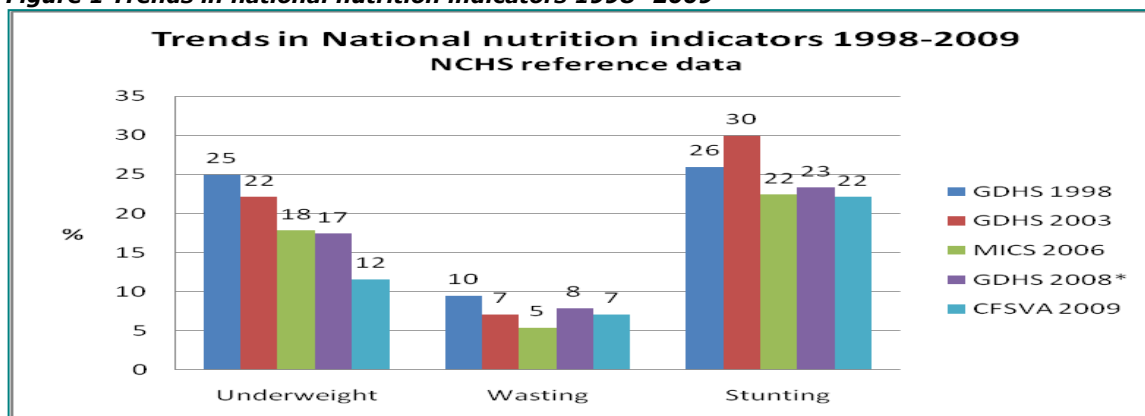
78. Over the time period of the CP, mortality rates for both children under five and infants appear to have reduced at the national level, though these have not been measured in programme communities and are not a CP indicator they do give us a sense of the nutrition context. While an improvement in rates in the health and nutrition of infants could reflect advances in maternal and child health care and improved quality of living, the Ghana Demographic and Health Survey (GDHS) 2008 urges caution in interpretation of the data since under-reporting of infant and child deaths is common and it is therefore a difficult indicator to measure using mothers' recall as is employed for Demographic and Health Survey (DHS) reports.

79. No significant differences have been seen in malnutrition rates by gender. In all years malnutrition rates were highest in the 12-23 month age group, with stunting at 34.3 per cent in this group in 2009, which falls into WFP's category of a 'serious situation' (>30 per cent). This suggests limitations of the activity to address health and nutrition of this vulnerable group and prevent stunting. The inadequacies in the outputs of the take-home ration, as discussed above, have no doubt played a significant role. Table 9 above also reveals little impact on women's Body Mass Index (BMI) between 2006 and 2009 in the programme communities. Weight gain of pregnant women was not captured by the baseline and follow up studies but data from quarterly reporting reveals little change in percentage of women gaining more

⁷⁰References: WFP/CDC (2005) A Manual: measuring interpreting malnutrition and mortality. WHO (2000) The Management of Malnutrition in Major Emergencies.

than 0.5kg per month, hovering between 84 per cent and 89 per cent between 2006 and the end of 2008. Once again, poor performance in outputs for the take-home ration will have contributed to this result.

Figure 1 Trends in national nutrition indicators 1998- 2009



Source: Ghana Demographic Health Survey 1998, 2003, 2008⁷¹, UNICEF/Government MICS 2006, WFP, Government and partners Comprehensive Food Security and Vulnerability Analysis 2009

80. Existing data on infant feeding practices and the evaluation field work reveal improvements in mothers' awareness and application of key practices, including giving colostrum to newborns, timely initiation of breastfeeding and not giving pre-lacteal feeds. Several other practices appear to already have had a high uptake at baseline which has been sustained, while others show fluctuating results over the years, suggesting challenges in changing established practices or data collection inconsistencies. The field study revealed that mothers were knowledgeable in feeding their young children and that the SFHNE activity had contributed to this enhanced awareness and practice, by providing nutrition education and engaging GHS community health nurses on distribution days to provide health talks and advice.

Table 9 Infant and under-five mortality rates, Ghana 1998-2008

	GDHS 1998	GDHS 2003	MICS 2006	GDHS 2008
Infant mortality rate (per 1000 live births)	57	64	71	50
Under-five mortality rate (per 1000 births)	108	111	111	80

81. There were mixed views as to whether the provision of food assistance was necessary to attract mothers to a central location for maternal and health education. Some senior nutrition experts within the GHS at national and district levels did not believe that providing a ration or supplement was necessary in order to attract mothers to these health awareness activities. Others believed that providing the ration for mothers and children helped to attract women and had led to the enhanced

⁷¹In the 1998 GDHS survey, anthropometric measurements were restricted to children born to women interviewed with the Woman's Questionnaire. However, these data are not representative of all children, because they exclude children whose mothers were not in the household, children whose mothers were not eligible for the individual interview (i.e., under age 15 or age 50 and over), and children whose mothers did not complete an individual interview. To overcome these biases, the 2003 and 2008 GDHS surveys included height and weight measurements of all children born in the five years preceding the survey and listed in the Household Questionnaire, irrespective of the interview status of their mother.

understanding of health education so they now attend whether or not there is food distributed.

Table 10 Uptake by mothers of key infant feeding practices (target 100%)

Indicator	Description/Definition	Baseline 2006	2007 n (%)	2008 n (%)	2009 n (%)
Initiation of Breastfeeding	Proportion of children 0-<12 months who were breastfed within the first hour of birth	150 (23%)	138 (15.1%)	304 (80.9%)	244 (78.7%)
Exclusive Breastfeeding rate	Proportion of infants less than 6 months who were fed breast milk only in the preceding 24 hours	849 (78.9%)	222 (36.8%)	28 (53.8%) children	116 (83.5%)
Continued Breastfeeding rate (2 years)	Proportion of children aged 20-23 months who are still breastfeeding	1019	863 (94.1%) of	19 (65.5%)	49 (98.0%)
Timely Complementary Feeding Rate	Proportion of infants aged 6-9 months who received breast milk and solid foods in the preceding 24 hours			70 (89.7%)	84 (98.8%)
Giving colostrums to newborns		802 (74.7%)	793 (86.4%)	650 (96.1%)	757 (85.2%)
Not giving pre-lacteals to child before initiating breastfeeding		909 (85.5%)	840 (91.6%)	692 (96.1%)	856 (97.6%)
Giving food (including breast milk) to children with diarrhoea		1002 (93.2%)	862 (94%)	673 (93.7%)	845 (94.5%)

Adapted from Supplementary Feeding, Health and Nutrition Education Programme Report on Follow Up Baseline Survey – 2009, WFP/GHS, Nov 2009

82. The data on positive public health indicators reveals significant improvement in mothers' uptake of key public health interventions such as the use of Insecticide Treated Bed Nets (ITNs), and immunization of children against measles and TB, suggesting improved attendance for primary health care and/or improved outreach of community health services. In some sites the distribution of supplementary food to beneficiaries was contingent upon children visiting the CHN for vaccination; however this practice was not consistent across all programme sites. It is therefore likely that the SFHNE activity contributed to enhanced uptake of immunizations and access to primary health care, although it is important to note that complementary activities were conducted by GHS and UNICEF over the time period to enhance immunization coverage, including outreach campaigns. (See annex 12) for coverage of key public health interventions from 2006 to 2009).

83. At community level, the day-care for children 2-5 years was prioritized and valued more highly than take-home ration for pregnant and lactating women and children under-2. The most frequently cited benefits of the programme were the provision of childcare so that mothers could engage more fully in economic activities in the knowledge that their child would be cared for and fed. The enhanced nutritional and health status of their children was also noted by the community, as well as the value of preparing children for primary school. The food provided at the day-care was replacing rather than supplementing the child's diet in the post-harvest season, though it may ensure a supplementary meal during the lean period.

84. The plan to “progressively hand over” to the Government and eventual phase out of WFP from beneficiary communities from 2008 has not yet been realized partly due to the fact that the WFP country office has not been able to implement the Income Generating Activities and sustainability strategy in these communities.⁷² No communities have been phased out of the activity 1 since a few months before the CP began in 2006. There was very limited WFP staff time devoted to ensure that there was take up by local government authorities such as the Ministry of Health, DA and the engagement of NGOs and donors to support IGAs for community sustainability. More work was also needed to ensure the envisioned NGO partnerships were supported to facilitate community self help efforts and women’s group IGA’s. However, there are some successes from the 2006 phase-outs where strong community organization and commitment has ensured continuation of the day-care feeding activity through community food contributions, combined with the establishment of an IGA, such as milling, supported initially by input from WFP and NGO technical expertise, or a well-established farmers group. This suggests that phase-out of more communities is viable provided there is enhanced input from WFP and partners with in-depth consultations and community identification to prepare for phase out.

85. One significant achievement in 2009 was the support for 42 communities which benefited from the milling, fortification and salt iodization and re-bagging activities. These initiatives demonstrated a commitment by the Ghana CO towards finding ways of sustaining programme outcomes in the communities where WFP is active and show signs of assisting communities when there is a clear hand over strategy for SFHNE. The findings from the evaluation suggest that where women engaged in the IGPs, but no longer have children directly benefiting from the SFHNE activities, they may not support these activities with their profits made over the long term in order to sustain the nutrition centre activities unless a cooperative approach is adopted.

86. The majority of communities visited stated that they could support the day-care centres at harvest time through community contributions, but would struggle to do so during the lean season. Evidence of community food contributions was seen in storage facilities in several sites. However, there was no community commitment to continue supporting pregnant, lactating women or children under-2 with take-home rations. Therefore a sustainability strategy that is appropriate to meet the needs of this group requires further consideration, particularly with regards to the continuation of health and nutrition education for new mothers.

Performance on Outcome 2: Improved attendance and completion rates among school children in basic education (Activity 2)

87. There was little progress made in relation to SBE outcomes in 2006; although this was the beginning of the CP under review, similar activities were running in the previous CP. The SPR indicated a slight reduction in enrolment and stable retention rate between the previous follow up and latest follow up surveys based on the SPR 2006. However, from 2007 to 2008 the SPRs reported there was an increase in attendance and completion rates particularly among girls, and improvement in the gender parity index. Evidence from the SPRs shows that head teachers and pupils see the WFP programme as an important factor contributing to improved enrolment

⁷²In 2008 WFP was supposed to meet 80 per cent of the food requirements (equivalent to 3 days per week) while communities provide 20 per cent. In 2009, WFP was to meet 60 per cent of food requirements while communities provide 40 per cent. In 2010 the communities are to provide 80 per cent while WFP complements with 20 per cent. Between 2008 and 2009, WFP CO has made conscious effort to scale up IGAs.

and retention in the school. They also believe the school feeding programme is improving learning outcomes by making pupils more active in classes (SPR reports). Interviews/observations across the 12 evaluative communities and interviews with district education officers, teachers and community and girls/boys themselves reveal that attendance and retention was much higher for girls in Take home ration schools and for children in schools which were operating school feeding (this is corroborated by the SNV study on school feeding). Interviews with teachers and community members suggest that girls were for the first time transitioning from primary and junior secondary in some rural communities due to the Take home ration which proved to be a significant incentive for parents who would normally be responsible for marrying girls off early⁷³ or encouraging them to engage in income generating activities in the urban areas.

88. Data from Ministry of Education EMIS indicated an improvement in enrolment and completion rates in primary and JHSs across the three Northern regions from 2006/07 to 2009/10. While there is an improvement in GPI at JHS level, there was a slight decline in GPI at primary level in the three northern regions from 2006/07 to 2008/09. The decline in GPI at primary school is a major concern among donors and government stakeholders particularly given the degree of support towards closing the gap (e.g. capitation grants, girls' education funding etc). This decline may be a partial result of WFP gradually pulling out of Girls Incentive Rations at the lower primary and upper primary level during the last six years although we are unable to be conclusive (see annex 21).⁷⁴

89. The Education Performance Report 2008 (Ministry of Education) found that in the years immediately following the implementation of the Ghana School Feeding Programme (GSFP), enrolment at feeding schools increased by 16 per cent compared to schools without GSFP (an enrolment change of 1.31 per cent). The same study found that attendance increased by 15 per cent more in the treatment schools than the control schools (differences of .84 per cent) and performance in math scores increased by 4 per cent more than in the control schools although the performance in English was better in the control schools. The regression analysis suggested that "if school feeding is implemented at a school of approximately 260 pupils, enrolment would increase by about 3 pupils." These differences were not found to be statistically significant indicating that the difference could be due to external factors or to random chance rather than the impact of the GSFP (Ministry of Education, 2008)⁷⁵.

90. The education data from the Ministry of Education also reveals that the three northern regions are improving in relation to national education indicators including gross enrolment, completion rates and gender parity index. However, for the national and MDGs targets to be met, special interventions such as the WFP take home ration will likely be needed to ensure that gender equity gains are sustained among the next generation of girls and in order to close the current 10 per cent gaps in access, completion and gender equality in basic education across the three northern regions particularly the Northern region. Interviews with girls at the school level at primary and JSS confirmed that they are determined to complete JSS since they now realize the importance of schooling, some even spoke of how they had stopped going to urban areas to sell in order to come back and complete their education once they

⁷³Ghana Demographic Health Survey (2005) Research suggests that girls are often married as early as 14-16 years of age particularly in the northern region.

⁷⁴The previous CP had supported girls take home rations for the full cycle of primary school.

⁷⁵Ministry of Education (2008) Education Performance Report

were in the THR programme. What remains unknown is the degree to which the next generation of girls currently in lower primary will sustain the determination and parental support needed for girls to achieve Junior Secondary School level in these deprived rural communities of northern Ghana.⁷⁶

91. District level analysis shows a mixed picture across 'high intervention' and 'low intervention' districts which had received WFP support for the THR programme⁷⁷. Both high and low intervention districts experienced enrolment growth at primary and JHS levels which was very positive. Trend analysis comparing high and low intervention districts in the Upper East indicated that low intervention districts (less than 10 per cent coverage of WFP THR programme) had a better enrolment growth than high intervention districts (with more than 30 per cent intervention schools) which might be explained by the numerous and diverse interventions which were being implemented in districts in northern Ghana⁷⁸. On the average high intervention districts in the Upper East such as Builsa and Talensi had a positive enrolment growth of 3 per cent over the CP period while low intervention districts in the same region: Bongo and Bawku had an enrolment growth of 4.2 per cent (see annex 13 for details).

92. District trend analysis in general showed that there was overall improvement in the Net Enrolment Rate (NER) particularly for girls at primary levels across all the districts whether high and low intervention and despite the WFP THR's gradual phase out at the primary level. For instance, Bumpurugu Yunyoo (Northern Region) with 40 per cent THR coverage girls' NER increased from 69.3 per cent to 99.6 per cent over 2005/06 to 2008/09 period. However, at the JHS level where THR was even more needed, NER is on the decline in most of the districts (both high and low). In northern region for instance, Bumpurugu Yunyoo with 50 per cent THR coverage at the JHS level had its girls' NER fall from 30.8 per cent in 2005/06 to 27.4 per cent in 2008/09.

93. District trend analysis also indicates that the districts with low level intervention at primary levels had a better NER growth rate than high intervention districts. This high performance of low intervention districts is probably due to other donor support districts were receiving from state and non state actors. It also may be due to the limited scale of the WFP SBE interventions (see Section 3C). On the average high intervention districts (Builsa and Talensi)⁷⁹ in the Upper East had increasing primary net enrolment rates from 67.8 per cent (2005) to 74 per cent (2008) registering an annual growth rate of 2.95 per cent. In low intervention districts in the Upper East, the average NER was 75.9 per cent rising to 86.8 per cent representing an annual growth rate of 4.57 per cent (a separate district data annex is available on request).

⁷⁶An impact study which traces schools /families which were phased out of the THR at primary level two to three years from now will help us to determine the sustained impact of the Girls Take Home Ration programme on the attitudes and behaviour of families and girls who had schools in the program.

⁷⁷High intervention districts were considered those where the THR had covered over 20-30 per cent of primary schools in the district and over 50 per cent of the schools at the JSS level in the district. Low intervention districts were those with less than 20 per cent coverage of schools at the primary and JSS level.

⁷⁸It may also be caused by the limited coverage of WFP interventions in any one district.

⁷⁹Builsa and Talensi Nabdam had relatively high interventions with over 30 schools involved in the THR programme compared to Bawku East and Bongo with less than 10 per cent of Schools involved in the THR programme.

Table 11 Education performance indicators for the three northern regions

Performance indicators		2006	2007	2008
Gross enrolment ratio in basic education (Primary)	National	90.8	95.0	94.9
	North	87.4	92.1	93.5
	UE	92.1	96.9	94.1
	UW	90.5	98.1	100.0
	All WFP assisted schools⁸⁰	N/A	Not recorded	Not recorded
Net enrolment (primary)	WFP assisted project area	64.60	67.80	76.40
GPI in basic education (Primary)	National	0.96	0.96	0.96
	North	0.89	0.88	0.87
	UE	1.02	1.00	1.00
	UW	1.06	1.05	1.04
	All WFP THR schools⁸¹	.84	0.85	0.83
Attendance rates (primary)	National	N/A	N/A	N/A
	All WFP THR schools (girls)	Not recorded	76.00	88.00
	Boys	Not recorded	75.00	90.00
Completion rates in basic education (Primary)	National	80.4	85.5	88.7
	North	71.7	79.4	85.9
	UE	70.7	78.9	85.1
	UW	70.6	78.8	87.9
	All WFP assisted schools	Not recorded	Not recorded	Not recorded
Completion rate for Girls enrolled in WFP schools at primary level		64.6	67.8	76.4
Gross enrolment ratio in basic education (JHS)	National	74.8	78.8	80.6
	North	59.0	66.4	67.4
	UE	57.7	63.1	67.8
	UW	65.2	72.7	77.9
GPI in basic education (JHS)	National	0.91	0.92	0.92
	North	0.8	0.80	0.82
	UE	1.06	1.11	1.09
	UW	1.04	1.06	1.08
Completion rates in basic education (JHS)	National	62.8	67.7	88.7
	North	46.8	55.4	85.9
	UE	45.3	51.8	85.1
	UW	49.9	55.7	87.9

(Source: 2006, 2007 and 2008 Ministry of Education EMIS data)

Other key regional education data on change in enrolment, gender parity and gender specific completion rates are available in Annex 13.

94. Completion rates for girls over the three year period (2006/07-2008/09) improved moving from 64.6 per cent completion at primary to 76.3 per cent following the general trend in the population of girls in northern Ghana (see table 11 above) and based on the SPR reports. Data from the Ministry of Education's Ghana Education Service (GES) indicates that retention and transition rates from P6 to JSS1 were not as positive across many of the districts in the three northern regions.

⁸⁰Source: SPR 2008

⁸¹Source: SPR 2008

Findings from district trend analysis on retention indicate that retention is lower at primary levels compared to the JHS for girls in northern Ghana indicating that once girls transition to the higher levels of JHS 1 to JHS 3 they are determined to complete basic education. This was substantiated in many of our interviews with Girls benefiting from the THR at JHS levels. While average retention rate was 59.6 per cent at the primary, at JH it was as high as 85 per cent. This may be as result of the phasing out of the THR ration at the primary level and also based on other factors to do with the larger number of girls at the primary level compared to the JHS level. With respect to the comparison of districts with higher and lower levels of intervention there did not seem to be any direct correlation between the level of intervention and the retention rates.

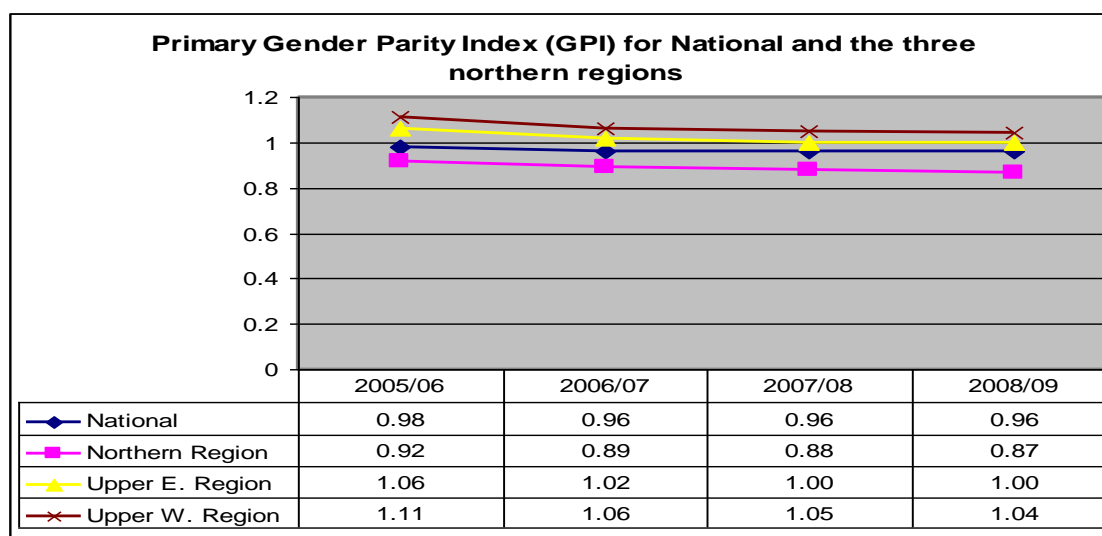
95. School level analysis also presented a mixed picture of results when comparing enrolment rates between WFP THR schools and non THR schools compared across similar rural contexts within the same districts. However, analysis of the quantitative interview data among teachers, parents and children themselves gives a much clearer and consistent picture. They suggest that across the communities visited with THR operating at primary level, there were significant increases in enrolment, retention and transition. Over 32 focus group interviews were conducted with boys and girls separately at upper primary level and with teachers, which concluded that the THR programme had made a significant difference to girls' retention and transition to JSS levels of education. The statistical analysis may be difficult to use based on the fact that there are several other donor supported programmes working within the district settings and it is difficult to ensure that these are not having varied impact on the schools or district. Another factor was that many of the districts included in the trend analysis were experiencing differential impact from flooding and drought which would have impacted on the outcomes at district and community levels.

Gender Parity Index

96. Despite the improvement in enrolment and retention rates, there was a slight decline in the GPI at primary level for the three northern regions and national from 2005/06 to 2008/09. Northern region experienced a slight fall in GPI below parity while the Upper East and Upper West region had GPI moving towards gender parity over the same period.

97. There has not been much improvement in the GPI at the JSS level over the last three year in the three northern regions. For instance, Northern, Upper East and Upper West moved slowly with 2 per cent, 3 per cent and 2 per cent shifts toward parity at the JHS respectively. (See fig. 5 and 6). The JHS level also saw a decline in the GPI, while national and northern GPI drifted away from reaching equality of boys and girls in class; the Upper East and Upper West moved towards parity over the four years (see annex 13 for details). Interviews with head teachers and teachers in schools which had THR at the upper primary and JSS levels indicated that without the THR there would not be as many girls attending school and transitioning to JSS since traditionally girls were often used in the home to take care of younger children, help their mothers and eventually be married at a relatively young age. Schools where there was take home ration had significantly more girls attending the JSS (Janjori Kukuo, Savelugu District) compared to schools which did not have the THR (e.g. Kpalung, Savelugu District)

Figure 2: Primary gender parity index for National and the three northern regions



98. **Gender specific attendance rates for Primary and JSS:** interviews with the Head teachers across the schools indicated that girls and their parents were disciplined about ensuring that their girls were able to make the 85 per cent attendance record in the term. Comparing non THR schools with THR schools in the Northern region, the team found a marked difference in both attendance and enrolment rates among girls with non THR schools at the JSS level only attracting 2-3 girls at the JSS levels compared to THR schools with between 9-10 girls per class in similar sized schools (rural). Interviews with the girls themselves also confirmed that they were able to attend more frequently and not engage in economic activities for their families when the take home ration was consistent. Some girls mentioned that the Take Home Ration had prevented them from going for work in the large cities to earn income and prepare for marriage (a practice known as "Kayayoo")

99. The trend analysis for GPI across high and low WFP THR districts indicated that there was higher GPI rates at primary level in high WFP intervention districts compared to lower GPI districts; this indicates that high intervention districts in the Upper East were able to attract more girls than boys to school. Low coverage districts with THR were attracting more boys than girls to school. There was also higher achievement in relation to GPI in high intervention districts in the Upper East at JHS level compared to lower intervention districts in the Upper East (annex 13).

100. The trends for GPI somewhat changed in the Northern region where there is a long history of socio-cultural and religious based barriers to girls' education. The northern region is where the THR would have its greatest challenges in attracting, retaining and ensuring that girls were able to stay in primary and transition to JSS. Findings from the field work in the northern region suggest that the proportion of girls in school compared to the number of boys in school based on GPI is far lower in the Northern region than the Upper East and Upper West regions. The GPI trend analysis indicates that high intervention districts (Bunkpurugu and Savelugu) in the

northern region have a slightly higher GPI than low intervention Districts (East Mamprusie and Tolon) at the primary level⁸².

101. One of the most important indicators for WFP to monitor will be the sustained change in girls enrolment based on the fact that the THR programme has ended at Primary level and is in its last year at JSS during CP (2010). Interviews with key stakeholders at the field level suggested that there would be need to sustain the programme in order that the gains made in terms of girls' enrolment, retention and transition, over the last few years are sustained. Factors such as the pull out of the THR programme may not have immediate impact on the enrolment rates of girls but awareness creation campaigns and girls' education officer visits to THR schools which were phased out at primary level will be needed to monitor the situation and encourage girls to stay in school.

102. Secondary data reveals a slight reduction in enrolment among girls in THR schools compared to non take home ration schools in the same district in the Northern Region since the ration has been phased out. Interviews with girls and teachers at the upper primary level suggest that there is not a significant difference in girls enrolment since the THR was phased out; parents continue to be aware of the importance of sending their girl children to school and have in some cases for the first time experienced girls in their community, transitioning to Junior Secondary school due to the THR programme. Significant drops in girls' enrolment and retention will have to be closely monitored by GES staff in order to see the impact of phase out in the primary and JSS schools over the coming years. (See annex 13 for information on gender specific completion trends across the regions)

103. **Teachers perceptions of children's ability to concentrate** and learn in schools as a result of school feeding. Teachers spoke of how school feeding had a positive impact on children's learning in the classroom, often prolonging their attendance on school days since the younger children who would go back to eat in their homes at break time would often not return; there were also reports that when the school feeding programme was well timed/planned the children would stay in school until the full school day was over (from morning to afternoon) and then return home to eat.

104. Some teachers also reported that when the younger children eat during the school day they find it difficult to concentrate after they have finished the school meal particularly, if the meal is taken at the mid break (10:30 am). This had created a situation where some head teachers had changed the timing of the school feeding programme to coincide with the closure of school (about 12:30pm) so that children could eat their meal and leave from school at 1:30 pm⁸³.

105. An unintended outcome of school feeding in some schools was that: where the primary school was involved in school feeding and the JSS was in close proximity but not benefiting from school feeding, the programme had a disruptive effect on JSS student concentration⁸⁴. Another factor which had a negative impact on learning outcomes among children was the exponential increase in numbers of children when

⁸²Caution must also be had with these results given the numerous and widespread interventions by other development partners in the districts which will also influence the movement of GPI across any set of districts.

⁸³Official times for school closure is at 1:30 pm but some head teachers used the last hour of class time to conduct feeding so it did not interrupt the school day at the mid day point. This was not in line with the GSFP operational rules but was adopted due to the needs of the head teachers.

⁸⁴The team was not able to assess the number of schools which might be affected by this but many schools in northern Ghana have attached JSS's with varying degrees of proximity to the Primary.

children from a neighbouring school not receiving GSFP would lose their children to a neighbouring school with GSFP/WFP support; the higher enrolment rates would create challenges in providing basic school furniture and increased class sizes towards 60-80 children in a class (UE schools visited) put additional stress on the teachers; these same schools did not have adequate teaching staff and furniture.

106. This evaluation exercise concluded that where head teachers were in full control of the management of school feeding, it was having a more positive effect on the learning and concentration levels of children. Where there was less control by head teachers over the timing and implementation of school feeding, it had a disruptive effect on children's concentration, learning and contact time with teachers. Several schools were observed during the field visits where head teachers and teachers were not able to take control of the school feeding process, with matrons controlling the timing of school feeding and distribution of food which was disrupting valuable class time and contact time of teachers; Head teachers spoke of how at least 30-40 minutes of class time was used to complete the process of school feeding either at the mid break (10:30 am) or at the end of the school day (12:30).

107. The change in the food basket and delayed supply of key commodities (micro nutrients at the central warehouse has delayed supply of food for school feeding by over one term (Sept to December, 2009). GES is responsible for the delivery of school feeding to 200 schools in northern Ghana while the district assemblies through the GSFP with partial support by WFP are responsible for food delivery to 104 schools across the three northern regions (see annex 19 for details on the pipeline breakages across activity 1 and 2). The additional schools currently operated by WFP alone may not achieve collaborative status with GSFP, based on findings from the current investment and cost efficiency models developed by WFP /Boston Consulting Group. Other factors appear to be that the DA's want to spread the resourcing for school feeding to several schools by ensuring that WFP remains separate from the GSFP selection when new quotas are given to districts to select schools.

108. To sum up, the take home ration has made a significant contribution to the improvement of girls' education in general in some of the most deprived education districts in the country. The provision of a take home ration has shown significant results in relation to improving the gender parity index (GPI), the gross and net enrolment rates across the 18 intervention districts along with completion rates. Positive differences were observed in high intervention districts and in schools where the Take home ration was operational. Delayed marriage and delayed income generating activities by girls, including migration to urban centres, were significant breakthroughs of the THR along with the counselling /awareness creation work by the Girls Education Office.

109. The strategy to support a cohort of approx. 40,000 girls through to the JSS 3 level of education may have made a significant impact on retention and completion at upper primary and particularly at the JSS level where the intervention coverage reached over 30 per cent of schools in a district. Research in Ghana suggests that breakthroughs at the JSS level particularly within deprived and culturally traditional areas pose a major challenge to government and development partners. Data from WFP evaluation exercise suggest that there were significant outcomes at the upper primary and JSS in helping more girls reach these levels and transition to higher levels of education. Interviews with the Regional and district education officers

suggest that several girls⁸⁵ who were part of the THR programme are now awaiting sponsorship from WFP and GES which will enable them to continue to SSS level. The usage of a take-home ration as a potential strategy for attracting, retaining and changing the attitudes of parents towards their girl child's education was apparent during interviews at the community/school level among parents and with girls themselves. Changes in traditional patterns of behaviour such as early marriage, as well as reproductive health patterns and migration should all be explored as part of future impact research.

110. Much more work is needed to ensure that the THR is piloted at primary level across a larger proportion of schools (at least 50-70 per cent) within a smaller number of districts in order to observe potential impacts of THR at the district level where key policy changes are dependent in Ghana. Also there is need to have baseline studies at a school level comparing THR with Non THR control schools with approximately the same student size and school resourcing (number of teachers etc)/ location over the next CP.

Findings Related to Outcome 3: improved national capacity to implement and scale up SFHNE and on-site school feeding

111. The two main indicators for measuring the performance on Outcome 3 were: (i) the extent of national, regional and district/ community budgetary allocations to the SFHNE and SBE programmes compared to WFP contribution; and (ii) the share of VAM identified vulnerable communities with Government supported SFHNE and SBE programmes.

112. There is currently no specific budgetary allocations for the SFHNE activity at the national, regional or district/community levels; however district assemblies provide infrastructural support such as setting up kitchens, logistics such as transporting food items, providing cooking utensils and firewood. DA's are also responsible for transport and haulage of food items from the main warehouse at regional level to the district and community level: the district assembly transports food from the warehouse to the district and the Ghana Health Service (GHS) transports from the district assembly to the communities and centres. Field investigations by the evaluation team revealed that the District Assemblies in some cases budget into their normal common fund disbursements, the provision for food assistance activities including nutrition centres, Ghana School Feeding and other school feeding support particularly in relation to haulage.

113. The VAM process has not identified vulnerable communities to date, but has focused on assisting the WFP office identify needy sub district areas at the District level. It has therefore not been used by DA's or other government counterparts in targeting beyond the district. However, recent enhancements to the VAM capacity within WFP mean that there will be a much stronger role for VAM in future planning. Findings from the field trip and interviews at all levels of Government indicate that WFP has made some progress in supporting government to integrate an early warning food security system with relevant stakeholders such as the Ministry of Food and Agriculture but it is still being largely led by the WFP and UNICEF.

⁸⁵Over 100 girls in the Savelugu District, Northern Region; and 100's of girls across most of the THR districts need sponsorship to achieve higher levels of education. This is where WFP could have collaborated closer with the Cambridge Foundation for Girls Education (CAMFED) or the World University Service of Canada (WUSC) to explore strategies which could help these girls attain SSS level and higher levels of education.

114. The WFP models for supplementary feeding and on site school feeding programmes have had limited uptake. There was no evidence from the field work to suggest that the Ministry of Health was using the nutrition centre model as a viable model for tackling moderate malnutrition and that the activity would be supported or sustained by national or district budgets if WFP was to phase out support. On the contrary, shifts in the Ministry's own policy have been towards increasing nutrition and health education among mothers and prevention of malnutrition using CHN visits and the CHNC, bringing community health services closer to the communities. Although some WFP supplementary feeding centres were used as outreach points for public health nurses, the majority of child nutrition centres were turning into preschools and conducting less health education for mothers and infants; referrals were being made to nearby health posts.

115. WFP and the GSFP embarked on a strategy to feed 100,000 school children early in the CP and to share the responsibility to deliver school feeding in 79 schools which were selected for the initial phase of the collaboration; the number of GSFP/WFP schools has risen to 104 (as of December 2009) across the northern region. There has not been significant uptake by the Government in relation to school feeding models introduced to date by the WFP particularly as a result of the limited WFP staff capacity, disagreement on the food basket and training exercises. Intensive work has been done to share information concerning Corn soy blend and introduce more nutrition based approaches into the current GSFP.

116. There is little documented evidence of a new approach being taken within the WFP country office to hand over, facilitate and empower government to take the lead in the implementation of the food assistance programmes of WFP. Very little training was going on within the CP between 2007 and 2008 when the EMOP was in full swing. Several opportunities were created to ensure that WFP was assisting government take up their responsibility for school feeding and supplementary feeding but the approach taken during the CP did not result in a shift in WFP staff thinking nor the Ghana Government thinking. Three major areas which appear to be weak were: lack of programme staff to support policy dialogue, participation in strategic donor and government/sector meetings and finally ensuring that activity coordinators were able to lobby for national and district support before the budget hearings took place. In the case of activity 1, the location of the coordinator in northern Ghana has severely limited their ability to both access the necessary resources for monitoring and ensuring the timely delivery of food supplies.

117. Agreements and budgets were signed by the Ministry of Finance and Economic Planning in the CP Action Plan (CPAP) document for hand-over of the supplementary feeding programme. However, in 2007, with the departure of WFP's key champions, the DG of the GHS and the activity 1 coordinator, commitment to the handing over of the Supplementary Feeding Programme lost its key support within the Ministry which was compounded by constraints in government budget and delays in releases. The Government has not taken up provision of food for SFHNE activity and appears to have little intention to budget for future food commodities due to the high cost of the programme in comparison to other effective health interventions and the limited number of beneficiaries on a National scale. Currently the GHS is including transport of WFP food commodities to Tamale for the SFHNE activity in its budget but has made it clear that it does not see this as the most appropriate use of health funding nor a priority. Despite large scale attempts and policy dialogue particularly during the initial stages of the CP, there has been limited national willingness to implement and scale up the CHNC programme and enable WFP to phase out and hand over. Two

main consequences of the inability of the WFP to ensure that there is regular supply of food particularly in the seasons when hunger is most prevalent have meant that:

- The food is not reaching the community levels or the target beneficiary groups at the right time and this could have a negative impact on the health of children and the mothers who are expecting this support.
- Irregular and variable supply of food has also increased the chances that communities cannot check or ensure that they are receiving the correct amount.

Findings related to Outcome 4: increased demand for domestic farm produce

118. The underlying premise of the GSFP programme and WFP was that school feeding, using locally produced food could enable schools to become engines for economic development and poverty alleviation through increasing the demand for domestic farm produce. Available literature and field visits indicate that farmers are interested in selling their produce to schools but many smallholder farmers currently lack the production capacity to do so and are not aware of the school feeding market for their produce. Thus, although the schools (as market) provide an incentive to increase production, farmers and other stakeholders throughout the value chain are confronted with a range of challenges that have to be addressed urgently (CFSVA, 2009). Some of these challenges include: limited credit facilities, lack of modernization, insecure land tenure, social degradation etc – which go beyond WFP's mandate.

119. Project records indicate that WFP put in place a sustainability strategy based on extensive research and consultation in support of the Ghana government's home grown school feeding concept⁸⁶. Links were established with farmers' groups and agro-processors of blended foods to develop local markets, to stimulate local food production and increase incomes for local farmers. Efforts were made to improve the income-generation capacity of women through training in iodized salt re-bagging as well as in selling, milling and fortification entrepreneurship in collaboration with NGO partners⁸⁷. WFP is also supporting the government with capacity-building initiatives to enable it to conduct the Ghana School Feeding Programme (GSFP) on its own. Local food producers and 60 women's groups⁸⁸ with the potential for engaging in income-generating activities were selected for possible links with partners in food production.

120. A study on sustainable strategies for food assistance programmes was carried out. A small number of community-based milling activities (6-10) conducted by women's groups continue to receive support, and agro-processors and small and medium enterprises producing iodized salt were given assistance in marketing under the CP. Through the home-grown school feeding partnership, SNV, UNICEF and WFP worked together to produce an inventory of capacity shortfalls and identify the training needed to enable districts to manage the GSFP. One of the main achievements of the CP was the introduction of iodized salt on a national scale and the usage of micro nutrients with small and medium food processors but this has not been directly tied to the SFHNE phase out.

⁸⁶Gariba, S. (2007) Sustainability Strategy for WFP Ghana. Mark Van de Hoorn (2009) "The Story Behind the Sustainability Study"; WFP Accra, Ghana

⁸⁷The iodized salt re-bagging initiative grew out of the Country Program strategy which was designed to support women's groups sustain their nutrition centres. It has more recently become a separate program on its own through the assistance of CIDA.

⁸⁸These were women's groups in the 60 communities which were due to be phased out of the activity 1 program at the early stage of the CP in 2006.

121. Despite pressures by the Government to extend WFP programme beyond the northern region, the WFP CP achieved a positive review by donors in the recent school feeding partner conference when detailed analytical work revealed that the northern regions did not receive the needed support from GSFP and that the GSFP was not targeted towards the neediest children in the country. WFP CP was targeted in towards the three northern regions but more work could have been done to ensure that targeting within these regions assisted government develop better mechanisms to ensuring district level targeting using participatory methods or Food Security Monitoring System information. This would have required a more rigorous monitoring system by WFP's own country office staff including the development of a master listing of all communities/ schools within the districts.

122. The evaluation team found that although there was involvement of the Education Directorates in the selection process of GSFP schools the final decisions remained with the District Chief Executive and key district officers. This often resulted in selection based on attempting to balance political constituency demands which could override the initial selection carried out by the technical departments such as education. Research by the Boston Group and WFP suggest that there has not been effective school selection in order to maximize targeting and poverty criteria laid out by the GSFP. This has resulted in over 50 per cent of GSFP schools across the country falling into the "non poor" quintiles and rendering the programme less effective as a social safety mechanism⁸⁹. Key concerns related to proper targeting of the GSFP were raised at this conference but remain unresolved particularly due to the Government's view that there is a need to remain in the same schools.

123. The Ghana School feeding programme has attempted to guide districts in their selection of beneficiaries using a well thought out beneficiary selection criteria but this has not been fully upheld. WFP has maintained the need to focus on the three northern regions which have the highest poverty and food security challenges but more detailed targeting within the regions and districts also remains a challenge. WFP and GSFP have both provided districts with selection criteria but interviews with key district officials reveal that other influences related to ensuring equity across constituencies influenced the final selection of beneficiary communities/schools.

124. What has become apparent from reports and interacting with WFP staff is that the food insecurity criteria were not used to target the districts, but the regions, in the country. The evaluation produced its own master list with the assistance of WFP Ghana, in order to select schools for field work and found that data was not available in time series to suggest the length of time WFP interventions had been in a particular community and that targeting was also not going beyond the district levels; this had significant implications when the EMOP activities started in some districts where the evaluation team found overlap between CP and EMOP activities in some communities. This had a direct bearing on the Country offices ability to predict and track the number of beneficiaries particularly at the community levels. More work is needed to map out communities, identify and ensure that there is minimized overlap and better coordination in relation to PRRO and EMOP activities in CP communities in future.

⁸⁹Presentation by the Boston Group on Targeting and supported by evidence by the World Bank, at the Stakeholder Conference on Ghana School Feeding, December 2009.

3C Contributing to Change in the Country

125. The transformation of CHNCs into pre-schools, many now with GES support through provision of trained nursery attendants and educational materials, has contributed to the government's objective of establishing pre-schools in each village in Ghana and may have promoted the uptake of education by enhancing primary school (P1) enrolment, though there is only anecdotal evidence to support this at present. Focus group discussions with communities noted improvements in women's income-generating and productive farming capacities as a result of being able to leave young children in the day-care/pre-school. This merits further study to quantify impacts on household income and women's status in the community. This may have a range of additional unintended effects on the household and approach to child care within communities, both positive and negative, which should be fully researched and understood.

126. However, the WFP's SFHNE activities were too thinly spread in scope to contribute to significant change at a district level or regional level. While originally well aligned with government health policies, the SFHNE did not keep abreast of subsequent development in national policy thinking particularly in relation to community health approaches to nutrition programming.

127. The CP has contributed to and helped maintain focus on national strategies in relation to attain Gender parity goals in education particularly in regions where there was a history of low GPI. WFP also made some contribution at the national level to helping government better target and develop selection modalities for social safety net programmes such as the LEAP programme⁹⁰.

128. Annex 15 shows the percentage of total schools covered by WFP assistance across the 3 northern regions and 38 districts where WFP is active. On average 17.2 per cent of primary schools were covered with the THR for girls. On average 25 per cent of JHS were covered at a district level. The vast majority of districts were having between 6-30 per cent of their schools being covered by the THR programme. However, the scale of the school feeding programme is still relatively small compared to the number of primary schools in northern regions (200 schools covered by WFP/GES, 104 schools covered by GSFP and WFP over the 6,000 schools across the three northern regions); this was expanded in early 2009 to an additional 200 schools. In many districts less than 10 per cent of primary schools are being reached by the school feeding programme per district. The additional financial support provided to the programme by WFP is also not significant (less than five per cent of overall budget of all GSFP country wide and not only for the deprived northern regions- target area for WFP.) although the government does depend on WFP to supplement its own resources.

129. It was difficult to assess what percentage of these schools met the targeting criteria for food assistance. However, based on interviews with several key stakeholders at the district level, targeting criteria were not rigorously upheld in the GSFP selection due to the political priorities and need to ensure that "all constituencies" were selected. This was corroborated by findings from the WFP/Boston Group and World Bank which suggest that over 50 per cent of GSFP schools are located in non-poor communities. The recent workshop on school feeding highlighted the sensitivity around the targeting issue which will remain an ongoing negotiation point for donors which support school feeding in Ghana.

⁹⁰A Social Safety Net programme providing income subsidies to families who are considered the most vulnerable.

130. The intention of the CP was that the two main activities (SFHNE and SBE) would be mutually reinforcing and combine their support to target populations to enable them to discontinue food aid in the shortest time possible through geographic concentration to implement the life-cycle approach to nutrition programming, targeting pregnant and lactating women, children under five, and school children between 6 and 14. However, this proved difficult in practice in places where school selection criteria did not correlate with that for nutrition programming and school feeding was not available in the community. Activities further aimed to focus in areas where they would be complemented by activities of other UN organizations, NGOs, CBOs and bilateral donors. In other programmes, this has often worked well and has included NGO support to pre-school infrastructure and equipment, technical support for IGAs or farming, UNICEF training of GHS staff in growth monitoring and support to treatment of severe acute malnutrition.

4. Factors Explaining Results

131. This section will explore the factors explaining the results and performance of the CP and the underlying reasons to date as to why progress was made in relation to some but not all outcome indicators. Although the two sections are separated there were several external factors which had a direct bearing on internal factors explaining the results and vice versa.

4A External Factors

132. The floods in northern Ghana in 2007 and 2008 restricted achievement of many of the CP objectives as they impacted negatively on food security of vulnerable households and entire communities in CP programme areas. While malnutrition rates reduced significantly in both underweight and wasting of children 6-59 months in programme locations, the evaluation team found that this was realized by 2007, within a year of implementation of the SFHNE activity. It has been maintained, though not improved in 2008-09. Further improvements in 2008 and 2009 might have been attained if these disasters had not occurred. This is also the case for key education indicators which have begun to show a sharp drop in terms of net enrolment rates in the northern regions of the country. GPI has also either remained stagnant or reduced on a regional basis, meaning fewer girls over the years under review.

133. The CP has suffered from insufficient funding from 2006 to 2008/09 and has subsequently endured pipeline breaks resulting in reduced quantities of food being delivered to beneficiaries (see annex 19). Government has failed to honour the commitments made in the CPAP in regard to scaling up support to the CP and with eventual hand-over by WFP at the end of 2010. The government defaulted prior to 2008 on its budget increases in support of the programme. The CPAP agreement was signed by the Ministry of Finance and it appears it did not have any buy in by the District Assemblies who were expected to make the budgetary arrangements. This underlies the importance of WFP and its Government counterparts ensuring involvement and ownership at the district and community level for programmes it wishes to eventually handover and not to rely on internal consistency of government.

134. In addition to this, there have been staff changes and policy developments within both GHS and local government over the duration of the CP which have moved away from any commitment to importing and transporting food and from viewing food support as appropriate to preventative health and nutrition programming. There were also signs of lack of ownership within the Ministry of Education in relation to

haulage of food from the capital to the regional warehouses and out to the districts. This has resulted in significant delays and difficulties.

135. Government shortfalls in honouring commitments made at the start of the CP constituted a major external factor in the smooth implementation of the CP. Changes of senior Government staff after initial CP design led to very little support for SFHNE coordinators, limited the monitoring and support at district and regional levels. A shift in health and nutrition policy thinking towards more preventive approaches through health promotion and nutrition education, with the use of nutrition food supplements limited to curative approaches. This placed WFP's approach at odds with the Ministry of Health thinking since WFP was providing supplementary feeding with the aim of preventative malnutrition whereas the Government preferred food supplements to be directed to the treatment of malnutrition.

136. The take-home ration strategy for girls' education was successfully implemented apart from a pipeline break in the last two terms. There was also satisfactory monitoring by the GES Girls' Education officers particularly in districts with highly motivated officers who recognized the potential impact of the programme. There was a relatively strong commitment by the GES at regional and district levels towards the THR particularly in regions where high gender disparities remain e.g. Northern region. Less support by senior GES officials was experienced in the Upper West where there are still high rates of boys out of school or dropping out⁹¹. There was limited advocacy and learning being shared between senior officials within the Ministry of Education, GES and the Ministry of Finance which might be relevant to ongoing safety net programming.

137. The Ministry of Health and GHS have enhanced their approach to community health services over the programme period and there was evidence during the field study of new CHPS compounds and improved access by communities to health care. UNICEF has also been active in support of government and, particularly in Upper West region, in activities to promote health and prevent malnutrition. Underweight of children 6-59 months has reduced in Ghana at a national level and mortality rates of infants and children under five appear to have reduced as well. It is likely that enhancements in health and nutrition have been taking place in the country as a result of a variety of initiatives and factors external to WFP's programme that may have boosted the outcomes.

138. There are several reasons why the SBE programming may not have fully achieved its planned targets/results including socio-cultural, economic and poverty related which may explain the improvements and then decline in GPI at JSS and primary levels. The decline in GPI at primary level at regional levels may be a result of the shift of some donor programmes away from primary levels (e.g. CRS and WFP support from lower primary to upper primary levels and the eventual phase out of the cohort of girls at the primary level who were moving to JSS) but this is difficult to ascertain with the available data and given there was no baseline system of monitoring the direct cause for the decline in GPI at primary levels. A study commissioned by the SNV with UNICEF and WFP support called "A look at girl's education strategies in Ghana" found that the lack of development partner synergy and collaboration within districts and regions has contributed to the poor achievement rates of development partner programme impact⁹².

⁹¹Based on Enrolment data and interviews with Senior District Education Officers.

⁹²Casely-Hayford et.al (2009) A Look at Girls' Education Strategies in Ghana: their impact and effectiveness" Accra: SNV.

139. The data analysis and interviews also suggest that there was very little collaboration on the part of other UN agencies to ensure that all played their part in the achievement of CP objectives. Although there were memorandums of understanding signed between UNICEF and WFP, the lack of reporting suggests that they were unable to fully achieve an adequate level of synergy at regional and district level to ensure that the targeted schools received a "minimum package" at the same time that they received food incentives for girls. There were some efforts made in the THR programme for UNICEF to provide bicycles to girls benefiting from the THR by WFP in order to facilitate school attendance at the JHS level. WFP also made efforts to target its work particularly in areas where UNICEF was working to achieve higher rates of gender parity.

140. Another change during the CP was that, although Ghana is the only country to have achieved MDG 1 of halving the proportion of people who suffer from hunger, the Ghana government appears to have become more cognizant of the importance of food assistance programming since 2008, due to the emphasis on social safety net/protection programming. This new focus on identification of the most effective social safety nets has come about through vulnerability analysis which suggests a shorter time frame for the growing season and increases in the hunger season in northern Ghana. Ghana has embarked over the last three years on several nationwide social protection programmes in health (e.g. National Health insurance scheme), education (capitation grants) and even social welfare (the LEAP programme) all of which have identified elements of the work that WFP has been doing. School feeding has become increasingly visible and considered needed by the Government of Ghana over the past three years. This is evidenced by the significant investment by the Ghana and Dutch Governments towards school feeding⁹³ which has been sustained through a change in Government.

141. High prices of food in Ghana negatively impacted on the intention of making Ghana a model for local procurement and may affect home grown school feeding models. Interviews with farmers and available literature⁹⁴ indicates that farmers are interested in selling their produce to schools but many smallholder farmers currently lack the capacity to do so. Thus, although the schools (as market) provide an incentive to increase production, farmers and other stakeholders throughout the value chain are confronted with a myriad of challenges that have to be addressed urgently. These include: limited access to credit facilities; lack of modernization, inefficient farming practices, and poor access to agricultural inputs; inefficient food processing technologies which result in substantial crop (especially grain) losses; and insecure land tenure arrangements which many believe are a disincentive for investment in agriculture.

142. In addition, farmers have limited awareness about home grown school feeding and, caterers prefer to buy from traditional market traders where they have credit facilities. Farmer based groups are unable to offer credit to the caterers in order to link to GSFP market, District directorates of MoFA are not *officially* aware of the plans, objectives and strategies of the GSFP and no budgetary provision has been made for their contribution to the programme. There is also hardly, any collaboration existing between government institutions in the implementation of the GSFP (e.g.

⁹³The Ghana school feeding program (GSFP) is reaching close to 800,000 beneficiaries and intends to reach their target of reaching 1,400,000 by 2010. Only 10 per cent of the program is financed by external donors including the WFP and Dutch Government.

⁹⁴See USDA Foreign Agricultural Service (2009), Assessment of Local Production for School Feeding in Ghana. Report prepared for the Bill and Melinda Gates Foundation, 1-12 June.

Ministry of Education, Health and Agriculture) partially due to the politicization of the programme⁹⁵ at all levels.

4B Factors within WFP's Control

143. The CP was only 70 per cent funded at the initial stages. and by the time full funding was achieved, it was too late to retrieve the situation. There was also limited focus and thrust within WFP (at HQ, RB and within the CO) for a hand over to Government. The varied interpretation, interest and ownership by several staff within the WFP Country Office was one of the most important constraints, which limited the strategies being fully executed. To be successful, the CP would have required a sustained effort to maintain the vision, direction and thrust and to support staff in adopting new skills and approaches implicit in the exit and sustainability strategies. These included: support to income generating groups directly linked to the SFHNE activity as drivers of community level sustainability; support to district offices to ensure that they budgeted in their yearly cycle food assistance support;, and finally, at national level, the degree to which capacity-building and skills transfer was taking place during the CP (Outcomes 3 and 4).

144. WFP did not allocate sufficient senior staff time to ensure that WFP could fully engage and position itself in the shifting aid policy context. One or two senior staff were not sufficient to ensure effective policy dialogue given the amount of change occurring in the policy context and the need for emergency programming in the north. Opportunities were missed for WFP to show case some of their programmes particularly in relation to cost effective social safety net programmes and to ensure WFP programming and its related initiatives were adequately taken into consideration by key Ministries particularly given the new multi donor budgetary support architecture, and sector wide programme initiatives. There was an increasing number of new development partner and government meetings within the agriculture, health and education sectors due to the Multi Donor Budget Support process, health and education sector strategy development.

145. Limited WFP staff time was the most significant factor to explain the low level of results related to outcome 3 (improved national capacity). Senior and junior WFP programme staff all acknowledged that the EMOP activities had engulfed the WFP Ghana staff time since 2007 and there was little focus on the CP. Interviews with key programme/monitoring staff in the northern regions reveal that they spent over 90 per cent of their time on EMOP 1 and 2 activities since 2007 to Oct 2009 despite the addition of new staff in 2008. This had a tremendous impact on the necessary follow up, supervision and support with government staff/counterparts implementing the phase out and sustainability strategies across the regions.

146. The challenges with the supply chain at every stage of moving the WFP food commodities for Activity 1 and 2 have no doubt impacted severely on attainment of objectives and resulted in an ineffective supplement to the diets of pregnant and lactating women and children under-2's. These challenges have been ongoing and are elaborated in quarterly reporting for the programme, but to date little has been done to address them. Most likely this was due to lack of staff time to oversee the work and conduct adequate monitoring checks on Government delivery of food items. It may also be due to the prolonged nature of Government provision of Local Handling Transport, Storage and Handling. WFP has a responsibility to ensure that food is delivered in a timely manner, reaches intended beneficiaries and is safe to eat at the end-point. However, WFP has had insufficient staff capacity to adequately

⁹⁵Based on interviews across all the regions and districts in the evaluation study.

monitor the CP, while the programme has a broad geographical reach. Since the supply chain challenges largely stem from lack of commitment and capacity within GHS as well as at District Authority level, it would appear that the design of the supply chain within the CP has little chance of success.

147. Main delays in school feeding and SBE were due to the inability of the Country office/Government to ensure that the full variety of food commodities were available at the warehouse in time to alert districts to haul the food. The SBE activity has also not been transported out to the communities and districts in a timely fashion since this is centrally controlled and the transport is paid for by the GES /Ministry of Education.

148. The evaluation team observed that there are a considerable number of development partners operating in the three Northern Regions where WFP activities are being implemented. However, the degree of functional relationships--- synergies among them and between them and WFP is very weak, even though most of them tend to have a common goal of improving the food security and nutritional status of vulnerable populations especially women and children. For the implementation of the various measures proposed by the CP, the WFP needed to establish effective and operational linkages amongst government and other development partners (bilateral, multilateral, NGOs and CBOs) working in the food production/income generating activities with a view to enhancing the potential benefits that could be gained from their collective programming. Towards this end, a study of the different governmental, multilateral, bilateral, International and Local NGOs operating in WFP programme communities was undertaken in 2004 ⁹⁶. Very few of the intended partnerships with NGO's were fully operationalised in relation to the sustainability and hand over of nutrition centres and also in relation to increasing UN synergy in specific districts of Ghana particularly in relation to improving Girls' education outcomes. Interviews and field work in northern Ghana suggest that very few of the civil society partnerships were fully operationalised during the CP implementation.

149. The omission of the sustainability strategy from the CP log frame has meant that WFP was not able to direct CP resources towards it. All activities to promote IGAs within women's groups and enhance community capacity to sustain the activity and/or its impacts have had to be resourced through solicited extra-budgetary funding. This has resulted in an ad hoc approach to helping communities sustain their activities, often on a very small scale which is insufficient to meet the need. The sustainability strategy, in particular relied on partnerships with NGOs to provide technical expertise to IGAs as well as working closely with government departments, including the Ministries of Food and Agriculture, Health /GHS, to explore ways to enhance and sustain programme impacts. WFP volunteers played an important role in supporting the sustainability strategies but there was no long-term institutional approach with key Government Ministries, Departments and Agencies. While coordination appears to be extremely weak between government departments in Ghana, WFP could have played a stronger role in bringing NGO's and departments together to address issues more holistically.

150. Overlap with the EMOP at community level may have also boosted the apparent effectiveness of the CP, particularly in relation to improvements in malnutrition rates. The evaluation team found overlap between CP and EMOP communities, particularly in the Upper East region. This will require further investigation with comparison of overlap with non overlap community sites to assess the impact more systematically.

⁹⁶Study of CBOs and NGOs in Northern Ghana.

5. Overall Assessment and Recommendations

5A Overall Assessment

151. Overall, the Ghana CP **partially fulfilled** its objectives⁹⁷. The CP was relevant to needs at the time of designed and appropriate in its response, although very ambitious. It still remains relevant to the current context of social development and hunger in Ghana. Most of the outputs were achieved but there were significant limitations to translating this into sustained outcomes and the overall development objective, largely due to the lack of government commitment after a change of key government staff who had been involved in CP design and also limited time and ownership within WFP Country office from 2007 onwards. Other external factors which limited the CP performance included: the emergency mode of programming focus due to the flooding in 2007 and 2009, and rise in food prices. The orientation of WFP staff towards emergency programming was particularly noticeable in the supplementary feeding health and nutrition activity (SFHNE) (Outcome 1) and the degree to which WFP was able to put in place measures to ensure sustainability (Outcome 3) and national capacity building.

152. More positive outcomes were seen within Support to Basic Education, where the regional and national girls' education unit within the Ministry of Education had taken on the programme as their own and were ensuring some degree of monitoring despite very limited financial support from the national government levels. There were also positive sustainability activities towards ensuring local food procurement of the SBE to make it more home grown and boosting local food production to link local food production to improve food security across the CP areas and ensure higher levels of food security at household level.

Table 12 CP assessment in relation to key evaluative indicators

Activity	Relevance	Effectiveness	Efficiency	Sustainability	Impact
Activity 1	Medium	Low	Low	Low	Low
Activity 2	High	Medium	Low	Low	Medium
Overall CP	Medium	Low- medium	Low	Low	Low

(High: meaning that the CP was able to reach a high attainment rating reaching many of the targets and outcome benchmarks, medium/average rating meant it met outputs/targets only partially; and low rating meant that it was not able to achieve the targets.)

153. GSFP did acknowledge the role that the WFP played in supporting better monitoring, targeting and content of their school feeding programme (e.g. menu preparation, introduction of CSB etc). The relationship of WFP with the GSFP was challenging at the beginning of the CP and limited some of the education outcomes and programme learning from on-site school feeding during the first few years of the CP. However, recently, WFP has helped GSFP define a road map for school feeding and is better positioned to become a more influential partner in the next CP due to the analytical and technical support it is carrying out as part of the WB partnership for school feeding, with the P4P and a social safety net focus. The working relationships have gradually improved over the last two years of the CP and the number of joint feeding schools has increased from 79 in 2007 to 104 in 2009 but

⁹⁷The Ghana Country programme received the next to highest rating for fulfilment of objectives based on the Office of Evaluations ranking of full, partial, and limited rating criteria.

there have remained some challenges to this partnership operationally playing out at the district levels⁹⁸. Table 12 summarises the assessment of the Ghana CP.

Relevance and appropriateness

154. The overall rating for relevance and appropriateness of the CP was medium. While there are still serious malnutrition problems to be addressed in Northern Ghana, the SFHNE approach of using food to attract mothers to health and nutrition education is no longer in line with new government policy thinking on preventive strategies. Although SFHNE met with support at the start of the CP it now appears out of step with the GHS approach to community health and nutrition interventions.⁹⁹

155. On the other hand, the WFP support to children 2-5 years as an educational activity that freed up mothers' time while providing a replacement meal was highly relevant to community needs and may even be sustained by communities due to the high priority women place on this service. Providing supplementary food to pregnant and lactating women and children 6-59 months alongside nutrition and health education in the three northern regions was an appropriate strategy at the start of the programme but other strategies were needed to ensure that high levels of chronic malnutrition combined with food insecurity in selected communities of the 3 northern regions were addressed. The strategy attempted to sustain gains made under previous WFP programmes but due to poor implementation of other CP strategies such as sustainable livelihood activities alongside SFHNE and the provision of food. The Phase-out was and remains relevant and is consistent with the evolving policy environment. In communities that have received food support for 5-10 years, WFP risks creating dependency if it does not encourage and assist those communities to stand on their own.

156. WFP's SBE reached a high degree of alignment with Government of Ghana priorities aimed at achieving MDG 2 and 3. The THR programme for girls is still very relevant to the current strategic goals of the Ministry of Education in attempting to reach gender parity in education (MDG 3). The school feeding programme is also very relevant to the current government /internationally driven targets in education, social and child development and is a relevant to safety net approaches if properly targeted to needy households.

157. While high food prices have had a negative impact on food security in Ghana, new oil revenues will give the Government of Ghana the opportunity to invest in effective social safety nets. There is and has been untapped potential to re-align the WFP CP with the new social policy framework currently being developed in Ghana.

Effectiveness

158. Overall effectiveness of the CP was varied and therefore rated medium. The expected outcome for **SFHNE** (Activity 1) was to: reduce levels of malnutrition among at risk pregnant and lactating women and children under five. Underweight and wasting did reduce across the intervention regions and in beneficiary communities among children aged 6-59 months. According to community and health

⁹⁸Recent collaboration in attempts by WFP to scale up school feeding in collaboration with GSFP resulted in the districts allocating the WFP to different schools than the GSFP making it difficult to collaborate in the new 200 WFP schools.

⁹⁹GHS is scaling up its preventative approach through expansion of the Community-Based Health Planning and Services) CHPS programme, bringing community health services and preventative education closer to the community, with a focus on health promotion and outreach. UNICEF is providing ongoing support to preventative activities in nutrition through mother-to-mother groups and the recent piloting of Positive Deviance (PD) Hearth (a peer education activity) in the Upper West.

workers, there was also an improvement in nutrition practices among mothers which has long term positive implications for the prevention of malnutrition. However, stunting rates have not decreased in the beneficiary communities and remain at a 'serious' level in 2009 with some communities having implemented the programme for between 4 and 10 years. As a nutritional intervention, the food support is failing to protect the most vulnerable children, the under-2's from chronic malnutrition. There has also been no significant effect on nutritional status of lactating mothers or weight gain of pregnant women. These outcomes were recorded through baseline and follow-up assessments by WFP. The evaluation team was not able to make a conclusive assessment of the WFP programme at a district level.

159. The expected outcome of **SBE** (Activity 2) was: to improve attendance and completion rates among school children in basic education. High rates of attendance were recorded across most of the schools visited and significant increases in completion rates among girls across the three northern regions (see section 3A). According to field interviews, the THR was creating impact at the school/community level and wider coverage would likely translate into significant change at the district levels. Although GPI is now high in many of the northern regions there is still a large number of out of school girls who are not reflected in the GPI indicator. Also, the GPI of those in school has stagnated.

160. The School feeding programme was an effective approach in improving enrolment rates, and attendance rates although it is too early to tell whether completion rates were also improving as a result of the programme. However, most schools visited were having trouble coping with increased numbers of children and managing the school feeding programme due to a variety of reasons including lack of oversight and clear role definition for the head teacher in the SF programme. Poor management of the school feeding programme at the school level was interrupting critical contact time with teachers which could translate into a negative impact on the potential learning outcomes for children. The THR programme was more effective in schools where school management was weak because it has more limited management needs.¹⁰⁰

161. Both SFHNE and SBE were reaching a very limited number of communities and schools across the three northern regions. Targeting and selection for SFHNE was weak and several communities could have been phased out much earlier. The Support to Basic Education was too diffuse to be able to be effective at district level (with WFP and GSFP together covering only five per cent of all schools in the 3 northern regions and often less than 10 per cent of schools in particular districts). Low levels of success in focusing both activities in the same communities (as originally planned in the 'life-cycle approach') weakened the potential for wider impact.

162. **Outcome 3** was to improve national capacity to implement and scale up supplementary feeding and on site school feeding. There was very limited achievement regarding supplementary feeding largely because the Ministry of Health no longer prioritised the SFHNE activity nor considers it possible to justify increased future support particularly in relation to the cost of food transportation for SFHNE. Lack of government support to the SFHNE coordinator particularly over the last two years and lack of implementation of the hand over/phase out strategy were key factors in under-performance. There was some improved capacity at the National

¹⁰⁰Teachers only have to get involved at the end of each term and school contact time is not interrupted to distribute the food ration.

level to implement school feeding particularly in relation to exposing senior officials and GSFP programme officers to the options available to implement cost effective and “home grown” approaches to school feeding. Approaches to more effective targeting were also introduced through the WFP/GSFP collaboration.

163. **Outcome 4** was to increase the demand for domestic farm produce in response to newly created school feeding market requirements. This outcome was partially attained at the national level due to the increased emphasis on local procurement and the efforts made by WFP Ghana to reach out to organized farmers through their supply networks. But it was severely set back by high food prices from 2008. It was not achieved at regional and district levels. WFP Ghana staff have also encouraged GSFP to define more clearly their approaches to reach local farmers. Unfortunately there is still no real clarity in how this will be done, although the current efforts by P4P and other donors in the country will likely have some influence on this process over the coming years.

Efficiency

164. A low rating was given to the efficiency of the programme due to the high number of pipeline breaks in both main activities of the programme, the poor quality of the food delivered (e.g. within one month to expiry date for CSB) and the poor storage of the food at central, and community levels¹⁰¹. There were serious constraints to timely and effective movement of food throughout the supply chain.¹⁰² Combined with dilution of the ration for pregnant and lactating women and children under-2, which in turn is reducing the effectiveness of food supplements to those groups. Besides reduced effectiveness, it has also resulted in sub-standard and potentially harmful food to beneficiaries.

165. There were positive findings in relation of WFP’s cost efficiency in relation to other programmes such as the Ghana School Feeding programme costs in schools where they separately support school feeding. Where there is a collaborative approach between GSFP and WFP (e.g. 2 days and 3 days), more needs to be done in relation to ensuring cost efficiency. Findings from the latest Boston group analysis on costs suggest that the supplementary support provided by GSFP to the schools which are receiving this collaborative approach offsets the cost efficiency since costs are higher for GSFP to collaborate with WFP than compared to schools where there is no collaboration.

166. The efficiency of CP implementation was also low due to the limited staff time, staff focus and lack of Government ownership needed to drive the ambitious CP vision and strategies. Other external factors may also explain the low level of implementation efficiency such as lack of government capacity and untimely government contributions towards the delivery of food were mentioned by staff, government counterparts and key stakeholders as factors limiting programme implementation.

167. Long waiting periods before food is distributed from the central warehouse and poor storage conditions at the community level have contributed to reduced quality particularly of maize and Corn Soya Blend (see annex 19 for details). The irregular food supply to schools has also caused some confusion and hardship with children

¹⁰¹These observations were confirmed in interviews with staff and other key stakeholders and validated at visits to the regional store house.

¹⁰²The government takes the title of the food commodities once it arrives at the port for Activity 1 and at Tamale for the Home Grown School Feeding Programme. It is also the responsibility of the government to deliver the food commodities to the intended beneficiaries in all project sites.

arriving at school expecting to eat and then not having any school lunch. Some children also do not eat before coming to school.

168. The majority of national and local government representatives consulted consider that importing foodstuffs is not the most efficient way to implement the SFHNE activity and that WFP should further explore options for local purchase – a strategy already being implemented under school feeding.

Sustainability and connectedness

169. The overall sustainability rating for SFHNE and SBE, was low due to the low level of ownership and visible commitment by Government in honouring its agreements with WFP. Interviews with key Government officials suggest that the Ghana government was not committed to the programme and was in a “recipient” mode of operation—interested to receive the donor support but unwilling to put their own funding into implementing the programme at national and district levels in a timely manner partially due to budgetary constraints and prioritisation issues.

170. An extensive long-term sustainability strategy was included by WFP Ghana in the CP design to enhance local linkages with women’s groups and local producers in order to support nutrition activities across the communities operating nutrition centres. The strategy of the CP to consolidate gains made during the previous CP and phase out of food support to communities that had been assisted for 3 years or more was appropriate and has been successful in a few communities (Banu, Vamboi) that were phased out at the start of this CP. However, to ensure sustainability of the interventions in the long-term and enable a strategic phase-out of all current sites, communities need to be assisted with IGAs or enhanced agricultural production and storage capacities. So far the support to these activities has been minimal, largely due to funding constraints and lack of facilitation time by WFP staff and/or potential implementing partners.

171. Activities that were crucial to the overall sustainability strategy were not embedded in the results framework of the CP and therefore not subject to monitoring, resourcing or prioritized for staff time. Findings from the interviews at community level suggest that, where a community is united, pro-active and prioritizes support to a nutrition centre (day-care for 2-5 year olds) success is achievable by providing supplementary food to children 2-5 years of age and maintaining the outcomes of the activity, however a focus on a specific women’s group to do so proved less successful as it presupposes that a small group of women who may or may not directly benefit from the nutrition centre will be willing to support a community activity.

172. Sustainability of the SFHNE activity and its potential impacts for the pregnant and lactating mothers and the under-2s is not assured. Health and nutrition education in the programme remains dependent on food distribution to attract mothers to a central location and external inputs by CHNs. While WFP’s interventions to prevent malnutrition are appreciated by all stakeholders, the strategy is regarded as inappropriate by senior GHS officials to the current preventive approach, of low priority and cost-inefficient (particularly given the costs and necessity of importing and hauling food to northern Ghana).

173. While WFP worked closely with both UNICEF and GHS in the development and start-up of the CP, nutrition coordination in Ghana appears to be relatively poor. WFP has had inadequate capacity/staff time to engage proactively at the policy level and is notably absent from initiatives such as the new Community Management of Acute

Malnutrition (CMAM) policy and National Nutrition Policy currently in development by Ministry of Health with support from UNICEF and WHO respectively. As such WFP risks becoming side-lined from high-level decision-making and its programmes have fallen out of line with current thinking and developments. If the CMAM strategy includes treatment of moderate acute malnutrition, WFP will need to consider its role and its current approach.

174. There are currently three **school feeding programmes** running across the three northern regions of Ghana (GSFP schools, GSFP/WFP collaborative schools, and WFP supported schools). The GSFP is focusing on capacity building at the district level to ensure sustainability. Previous programming in the three northern regions has been focused on getting more community involvement into the SF programme in order to ensure sustainability. The potential success of the latter approach was apparent in communities who had worked with CRS to design sustainability strategies through local community committees and were on the road to self-sustaining school feeding. When WFP took over supplying these communities, customized support was needed to complete the hand-over, but was not provided.

175. The WFP school feeding programme will depend on the success of Government in securing funds for the next year. Unfortunately there is little discussion of the Take home ration being supported by the Ministry of Education, partly as a result of very limited consultation on this possibility during the CP. Interviews with senior Ministry of Finance Officials suggest that there is much more room for WFP to bring visibility to the THR as a best practice for poverty reduction particularly given its mention in the new National Development Plan as a strategy to address MDG2. Without much more research and advocacy for showcasing the gains made by the THR in northern Ghana, it is likely that the programme will not be sustained by the Government. Longitudinal studies to assess the value of THR as a safety net activity, comparing THR schools and non take-home ration schools will be needed in the coming years, as was done in the SFHNE activity¹⁰³. Institutional capacity for sustaining the programme is in place through the girls' education directorate within the GES.

5B Recommendations

176. Recommendation 1: WFP should continue to implement a CP with the aim of eventual phase out in Ghana based on the ability of the country to meet institutional readiness criteria and school feeding quality standards.

Government commitments to a new CP should be tied to WFP triggers and milestones which the Government should meet on a timely basis. All WFP programming in Ghana should aim to provide a social safety net model to the Ghana Government which can be scaled up and replicated in order to provide best practice, and introduce wider piloted options for social safety net programming. This is particularly important in the areas of promoting more efficient and targeted approaches to school feeding and the THR programme for girls. Much more work is needed to ensure Government ownership and commitment towards the WFP Ghana programme is achieved in order to ensure that the quality of the programme and reputation of the WFP as an organization is upheld. The new CP should be designed in a strategic manner, engaging with a wider group of partners outside the government, ministries, department and agencies (MDA's), placing emphasis on district partnerships and ensuring bottom up accountability to improve quality and

¹⁰³In February 2010, a film crew from DFID video-taped the take home ration activity as one of the success stories for poverty reduction.

sustainability of food assistance programming over the long run. WFP headquarters, regional and the Ghana country office should ensure that food assistance programming in Ghana has clear plans and resourcing in relation to sustainability activities, phase out and exit strategy implementation in order to avoid dependency among communities, districts and Government.

177. Recommendation 2: District targeting should be the key to the new CP. District Targeting should be better implemented and assist CO focus on a few districts in the next CP; the CO should avoid spreading to too many districts reducing the potential outcomes and synergy between programmes. WFP should conduct a ranking exercise, based on poverty and hunger criteria, and focus future programme on a few districts within the three northern regions with the highest levels of undernourishment and high rates of food insecurity (using new VAM) and prone to disaster and drought. A final selection criterion should be that districts have demonstrated a high level of commitment and capacity to learn from development practice, are interested in improving the management of school feeding and take over nutrition centre programming (based on past performance, a scoping study and regional consultation with key stakeholders). Remaining districts within the current programme should be phased out. Community selection and targeting should not be solely left to the discretion of the districts and government counterparts but structured consultations should ensure that inputs by WFP are used in order to avoid “derailing of criteria” in light of the politicization of development programming across all regions of Ghana. WFP should look at its staffing and resourcing levels to determine the number of focus districts in which it can realistically achieve results, Focus of all WFP Ghana programmes should be concentrated in these districts in order to attain higher impact of the programme before moving to other districts.

178. Recommendation 3: The Girls’ Education Take Home Ration programme should remain a flag ship programme for Ghana which will require much better visibility of the programme in current social protection and poverty forums with the Ministry of Finance, multi donor budgetary support advocates and the social protection sector group which contains all the key development partners in the country. A more multi sectoral approach to THR in which the Ministry of Education would lead but collaborate with other key ministries including the Ministry of Employment and Social Welfare, the lead on social protection issues in Ghana. Future CP programming of the THR should also focus on ensuring that at least 70-90 per cent coverage is attained in upper primary and JSS using a cohort approach but concentrating the programme in fewer districts and reaching greater scale within the district. This is particularly important given the number of other interventions in districts which make it imperative to collaborate and reach a level of synergy for outcomes to be attained. “Tackling Education Needs Inclusively” is a good example of a programme operating in some of the same districts as WFP where stronger synergy and collaboration could lead to improved outcomes.

179. Recommendation 4: WFP led school feeding should promote a cost effective model based on home-grown school feeding. The school feeding model which WFP tests in its own schools should assist government and development partners consider more cost efficient approaches to school feeding particularly given the fragile learning environments of northern Ghana where time on task is very limited. Fortified school biscuits made in Ghana should be tested alongside other more locally accepted and cheaper school meals than are currently being provided by GSFP. The WFP model should demonstrate best practice particularly in achieving higher learning outcomes, ensuring linkages to farmers groups, community and

district ownership and domestic farm production in the WFP target districts collaborating with the P4P programme. WFP will likely implement school feeding with the Ministry of Education and districts in 200 schools across the 36 districts in northern Ghana, while GSFP focuses on other districts to increase the scale of assistance. The Ministry of Education/WFP should concentrate this model in a fewer number of selected districts where there is need for school feeding (highest incidence of poverty, highest food insecurity and with agricultural potential to demonstrate the model). Scaling up models for development will require better working relationships between WFP, Ghana School Feeding and the Ministry of Food and Agriculture and possibly partnering with IFAD. WFP should collaborate with IFAD and other relevant agencies to support pilot initiatives to use more appropriate storage facilities, inventory credit and block farming initiatives linked to local school feeding programmes with GSFP and Ministry of Food and Agriculture in collaboration. To facilitate this process, the construction of dams for irrigation is proposed as a matter of urgency in food deficit districts of northern Ghana. This can be undertaken with the use of WFP food resources such as food-for-work in collaboration with MOFA.

180. **Recommendation 4a:** Critical to the school feeding programme in Ghana is the need to **carefully define the role of the head teacher and Ghana Education Service** in ensuring the proper management of school feeding to ensure quality standards and maximize learning outcomes in fragile learning environments. This would also involve intensive training and orientation of: (a) head teachers in schools which are managing school feeding (to avoid leaving school feeding in the hands of the “cooks and matrons”) and (b) the school management committees which are already responsible for full oversight of the schools and avoid creating dual management bodies at community levels (e.g. School Implementation committees).

181. **Recommendation 4b:** In districts and schools which are unable to cope with the management intensive programme of delivering one hot meal to children on a daily basis, a **simple more cost effective and time conscious approach to school feeding should be introduced (e.g. locally produced fortified biscuits)**. This should be piloted, monitored and evaluated in selected rural and urban areas where WFP is likely to be working with the Ministry of Education through the GES on school feeding.

182. **Recommendation 5:** WFP Country Office should engage in intense consultation with the Ministry of Health national and regional levels and other partners such as UNICEF to **completely re-structure and develop new WFP nutrition intervention models for tackling mild/moderate malnutrition** that are complementary to the preventive health and new nutrition approaches. The future model should be consistent with CMAM strategy development, the draft national nutrition policy and be well integrated with CHPS. Food support to nutrition activities should be seasonal and time-bound to reduce dependency and enhance community ownership (*although this was intended in the CP for take-home rations, it does not appear to have happened on the ground*). Seasonal food support should be implemented hand in hand with activities to enhance community lean season coping strategies and support for food storage, enhanced production, dams for dry season gardening, milling/IGAs, thus enabling WFP to gradually phase-out of those communities. WFP should also consider in the next CP whether it can support initiatives by the Government in tackling chronic malnutrition through using food assistance in relation to community health outreach approaches (e.g. CHPS centres and existing Government nutrition centres)

183. **Recommendation 5a:** Concurrently, the SFHNE programme should clearly **define a phase out plan**, based on the current master list of communities, and after consultation/stock taking exercise with the Government of Ghana. The phase out plan should be developed alongside high level consultations on the new role definition for WFP Ghana programming in the health/nutrition sector where the team feels it necessary to continue some presence.

184. **Recommendation 6:** The next CP should **ensure adequate staffing, monitoring and support by WFP programme officers** in order to fully attain the goals of future CPs which use developmental and sustainability approaches. The Country Office should put in place staff plans to ensure that at least 30 per cent of staff time is devoted to the CP even in times of emergency. Adequate WFP staff must be made available, well oriented in capacity building approaches, and competent to liaise with key senior level officials to ensure that ongoing policy dialogue and strategic lobbying for support of the programme is achieved. This would include the commitment by central government to provide resources to Government counterparts to enable them to fully oversee the activities in the next CP. In Countries like Ghana where a phase out strategy is in place and the transition from WFP assistance is mapped out, a larger participative transition process involving all WFP staff is necessary to ensure a collective and shared vision of the CP is sustained from one Country Director to the next.

185. **Stronger and more widespread policy dialogue and consultation across WFP senior staff and Government counterparts** is needed to ensure that new WFP initiatives and programmes are well coordinated and consistent with evolving government and regional thinking. The capacity to evaluate and show case best practice within WFP Ghana's CP will be vital particularly given the new aid architecture in Ghana. Most pressing is the need for WFP to conduct high level consultative meetings with key health, education and agriculture government partners, UN agencies and other development partners to review the key findings of the evaluation and begin strategizing on future WFP programming over the next five years (as detailed above). Platforms such as the multi donor support "sector groups" including education, social protection/development, health and agriculture could yield results in broadening WFP's support base in Ghana particularly related to the donor community.

186. **Recommendation 7:** WFP Country Office should **forge new strategic partnerships with agencies working on the ground** in order to support and strengthen government linkages within target districts, promote accountability and services to communities for sustainability. Strategic partnerships should be developed with at least three civil society organizations (e.g. NGOs) and another government department (Department for Community Development) working in each of the three northern regions in order to support capacity building, training of school management committees, involvement in the sustainability of school feeding programmes, community participation and nutrition programming. These partnerships should be better monitored on a quarterly basis in order to achieve the expected results particularly at the sub regional levels. Partnerships with civil society agencies could also assist in the monitoring and phase out strategies for school feeding and nutrition programming and assist communities become more aware of their basic rights in relation to these programmes. This bottom up accountability would assist WFP and other Government agencies ensure the timeliness and quality of programming particularly in relation to increasing district assembly ownership and oversight.

187. **Recommendation 8:** As part of the new CP, **the District Planning and Coordination unit (DPCU) under the District Assembly must be oriented to the roles and responsibilities** for monitoring the health, nutritional and education programming in the district. Some funds should be made available for joint monitoring with the DA planner and budgeting officers. This would help to ensure long term ownership of the programme and higher oversight responsibilities to health and education limiting and possibly ensuring fewer leakages.

188. **Recommendation 9: WFP monitoring, timely flow and quality control should be improved**, particularly in relation to the work of Government counterparts, the quality/efficiency assurance of the supply chain, and storage facilities, as well as appropriate activity outcomes. The country office with Government activity coordinators should develop urgently: monitoring plans using the CP results and embedded into the ongoing baseline and follow up monitoring work for key activity areas. An initial starting point must consider the compilation and/or validation of the master list of all communities which have been working with WFP over the last ten years since the first CP. Monitoring and evaluation methods which better target and ensure a well formulated phase out strategy are needed in the next CP.

189. **Recommendation 9a: In consultation with the Regional Bureau, the WFP Country Office must decide whether to take back greater control in the short term of food delivery and/or purchase locally to reduce transport and storage inefficiencies currently under the responsibility of the Ministries of Health and Education.**¹⁰⁴. WFP is at a critical stage in having to decide whether it will continue to operate its programme under conditions which it cannot ensure that the Government will deliver safe and quality food to children and women in the most deprived areas of the country. Given the current pipeline problems, the WFP country and sub area office should systematically increase random and unexpected quality control checks at the community, district and regional levels to ensure that the distribution and quality of food meets the standard expected by WFP. Support and computerization of the warehouse maintenance, management and organization is urgently needed particularly at the central warehouse in Tamale. Clear agreements should be developed with District Assemblies in order to ensure that pick up of food is carried out on a timely basis.

190. The role of WFP in Ghana is changing based on the country context and the demand for more efficient and effective approaches to social safety net programming. In-depth consultation is needed across the relevant sector ministries and with the Government of Ghana at the highest levels to better determine partnerships within this new aid environment where sector budget support and the Accra Agenda for Aid Effectiveness are influencing government thinking on development cooperation. The identification of selected numbers of interventions where best practice has been realized in this CP, appears to be the way forward for WFP Ghana, focused on the THR for girls and the school feeding programme. WFP may also be able to demonstrate efficient models of food for work programming given the new government focus on reaching the most vulnerable groups affected by loss of livelihood, climate change and emergency events in northern Ghana.

¹⁰⁴Although this appears to be a reversal of current WFP thinking on government ownership—and capacity building, the evaluation team concluded that the SFHNE and SBE programs had received limited government support particularly at the national levels despite policy pronouncements and signed agreements.

Annexes

Annex 1 Terms of reference

1. Background

1.A. Country Context

1. Ghana ranks 142 out of 179 on the UNDP's Human Development Index (2008, updated). It is one of only two countries in sub-Saharan West Africa ranked as 'medium human development'. The latest Ghana Living Standards Survey (2006) indicates significant declines in the percentage of the population living in poverty from 39.5 per cent in 1998 to 28.5 per cent - population 23.5 million in 2007¹⁰⁵. Nationally, net primary enrolment increased from 59.1 per cent in 2005 to 83.4 per cent in 2008¹⁰⁶ with gender parity almost achieved in 2007¹⁰⁷. Under five stunting is at 22 per cent in 2008 nationally¹⁰⁸. Economic growth has been strong with GDP growth rising from 5.9 per cent in 2005 to an estimated 7.2 per cent in 2008¹⁰⁹. The elections in 2008 resulted in a peaceful, democratic transfer of political power. Ghana is classed as a 'strong performer' on the World Bank's provisional Country Policy and Institutional Assessment index¹¹⁰.

2. On the other hand, Ghana is also a low-income food deficit country¹¹¹. There are large rural-urban and inter-regional disparities in levels of poverty, food insecurity and access to basic services as well as recent signs of deepening poverty among food crop farmers and slum dwellers¹¹². In the three northern regions (Northern, Upper East and Upper West) and some coastal areas, there is persistent food insecurity and less progress towards the MDG's on all fronts. Gross primary enrolment is 35 per cent lower than in the Greater Accra region with girls' enrolment behind boys¹¹³; and poverty rates, under five stunting, infant mortality and maternal mortality are all considerably higher in the northern regions than the national average. Maternal mortality rates appear to be increasing¹¹⁴. These regions now account for half of Ghana's population living under the poverty line¹¹⁵. They are also the areas most prone to adverse weather conditions and have been disproportionately affected by increasing food prices¹¹⁶.

3. While fiscal policy is classed by the World Bank as 'pro-growth and pro-poor', at 7.9 per cent of total public expenditure (2008), health expenditure is well below the

¹⁰⁵UNICEF: Ghana at a glance, July 2009 <http://www.unicef.org/infobycountry/ghana.html>

¹⁰⁶World Bank Country Brief, Ghana

¹⁰⁷Ratio of female to male primary enrolment at 99 per cent in 2007. Source World Bank data on MDG's <http://ddp-ext.worldbank.org/ext/ddpreports>

¹⁰⁸UNICEF, Global Database on Child Malnutrition, updated June 2008

¹⁰⁹Idem

¹¹⁰World Bank Country Brief, Ghana

¹¹¹FAO Country Profiles, May 2009 <http://www.fao.org/countryprofiles/lifdc.asp>

¹¹²Brinkman, H-J., Bauer, J-m, & Mahama, A., May 2009, Assessing the Impacts of the Global Economic and Financial Crisis on Vulnerable Households in Ghana, WFP

¹¹³UNDAF for Ghana 2006-10

¹¹⁴Government of Ghana Multiple Indicator Cluster Survey (2006), quoted in Biederlack, L. & J.Rivers, 2009, Comprehensive Food Security & Vulnerability Analysis, Ghana, WFP, Rome

¹¹⁵UNICEF, Ghana at a Glance, July 2009 <http://www.unicef.org/infobycountry/ghana.html>

¹¹⁶Biederlack, L. & J.Rivers op.cit.

amount needed to meet the MDG's¹¹⁷. By comparison, education expenditure is 13.3 per cent of same.

4. The current macro economic situation is described as "delicate"¹¹⁸. Reducing the quality and quantity of food consumption has been identified as a common strategy to cope with continuing high food prices (along with return migration)¹¹⁹. In 2008, WFP noted price increases ranging from 71 percent to 114 percent for all the major commodities, with significant increases for pulses and cereals in the food-deficit northern regions¹²⁰. In addition, Ghana has been host to refugees from other countries in the region, such as Togo, Liberia and Cote d'Ivoire.

Government of Ghana national priorities:

5. The Government of Ghana's current Growth and Poverty Reduction Strategy II 2006-2009 aims to accelerate agriculture-based economic growth and poverty reduction with greater emphasis on supporting the private sector. It has three pillars:

- private sector competitiveness
- human development and basic services
- good governance and civic responsibility

6. At the time of design of the WFP CP and the UN Development Assistance Framework (UNDAF) 2006-2010, the fore-running Ghana Poverty Reduction Strategy was in place, which also contained a pillar on human development and basic services and gave greater emphasis to development of public sector capacity. There is also a Food and Agriculture Sector Development Policy (FASDEP II, August 2007), an Agriculture Sector Plan 2009 - 2015, a Ghana Education Strategic Plan (2003-2015), including capitation grants to enable free compulsory universal primary education, and a Health Sector Programme of Work 2002-2006. Both were specifically taken into account in the UNDAF. Thirteen UN agencies signed the UNDAF 2006-2010 (likely to be extended to 2011 with renewal in 2012), including WFP. Official development assistance to Ghana totalled US\$1200 million in 2006, supplementing the Government's own investment of 30 per cent of GDP¹²¹. (These and other documents which will be made available to the Evaluation Team by OEDE are listed at Annex 1).

1.B. WFP Operations

7. In the **CP (2006-2010)**, WFP committed to contributing to three of the UNDAF's six strategic areas of cooperation, namely: education, health and sustainable livelihoods (very small contribution). These were expressly linked to the GPRS II and WFP's Strategic Plan and policies. At the time of programme design, Government of Ghana was on track to meet the MDG1 goal of halving the number of people living in poverty.

¹¹⁷United Nations Country Team, 2005, *UN Development Assistance Framework (UNDAF) for Ghana 2006-2010*

¹¹⁸Brinkman, H-J., Bauer, J-m, & Mahama, A., May 2009, *Assessing the Impacts of the Global Economic and Financial Crisis on Vulnerable Households in Ghana*, WFP

¹¹⁹Idem

¹²⁰WFP Standard Project Report 2008; original source unknown

¹²¹World Bank/IDA, 2007, *Country Assistance Strategy for Ghana FY08-11*

8. WFP's 'mission in Ghana' therefore is described as "to help the Government to expand and replicate throughout the country successful models of food-based programmes for raising demand for and supply of basic education, with gender parity, and health and nutrition services for children under five years and pregnant and lactating mothers at risk of malnutrition"¹²².

9. The intended outcomes are:

- Reduced level of malnutrition among at-risk pregnant and lactating women and children under five;
- Improved attendance and completion rates among school children in basic education;
- Improved national capacity to implement and scale up supplementary feeding and on-site school-feeding;
- Increased demand for domestic farm produce in response to newly created school feeding market requirements.¹²³

The Project Document states a clear intention to phase out external food aid within five years, but this is not listed in the 'intended outcomes' nor in the Logical Framework.

10. Using both food and non-food resources, the two core activities are:

- supplementary feeding and health and nutrition education (39 per cent of total);
- school feeding for basic education (61 per cent of total).

Initial focus is on the Upper West, Upper East and Northern regions, with expansion to Ashanti and Western regions envisaged.

11. Since the start of the CP, other programmes have also begun as shown in Table 1. Further information is included in the Fact Sheet (Annex 2).

1.C. Stakeholders

12. The Project Document envisaged a large number of implementing and collaborating partners from community and district level to national level. The Stakeholder Map at Annex 3 gives an overview. The evaluation will need to differentiate clearly between those that were **intended/planned** to have a direct role in the programme and those that **actually** do. Within the latter group, it will differentiate between the different degrees of interest in fact.

¹²²WFP, 2005, *Project Document Country Programme – Ghana 10418.0 (2006-2010)* para.17, WFP/EB.2/2005/7-A/3

¹²³Ghana has now been scheduled to become a pilot country for the WFP 'Purchase for Progress' programme (P4P) from 2010

Table 1 All WFP ongoing operations in Ghana

Operation	From	To	Total Operation Budget US\$ (millions)	Total No. of Benfs (planned p.a.)	Commodities mt
EMOP 10710.0 Food Assistance to Flood-Affected Populations in Northern Ghana	Nov 07	Sept-09	18.68	215,000	21,726
PRRO 10673.0 Assistance to Most Vulnerable Refugee Caseloads in Ghana in support of Repatriation, Resettlement and Self-Reliance	Aug-07	Sept-09	2.75	14,200	4,135
Planned PRRO Assistance to Food-Insecure Households in Ghana vulnerable to droughts/floods and High Food Prices:	Oct-.09	Sept-11	32.0	176,000 to 261,000 (max)	46,068
CP 10418.0	Jan-06	Dec-10	25.5*	152,000 (average)	35,169

Source: WFP website, July 2009, Standard Project Reports & information from WFP Ghana Country Office
* over five years; 68 per cent resourced as at June 2009.

2. Reason for the Evaluation

2.A Evaluation Rationale

13. The project document planned mid-term and final evaluations of this programme. With the elections being held in 2008, the 'mid-term' evaluation was postponed. However, the Country Office confirms that an evaluation during the programme would be useful because of changes in the political, economic and food security context since programme design.

14. Secondly, the last OEDE-managed evaluation of WFP's work in Ghana was in 2001 (Mid-Term Evaluation of the CP 1998-2002). This operation also meets the criteria to ensure a representative sample of WFP operations is evaluated each year (per WFP Evaluation Policy, 2008).

15. The main users of the evaluation will be the Country Office and implementing partners, at all levels. In addition, the evaluation should be a useful resource (amongst others) to preparation of WFP's Country Strategy during 2010. The findings will also be aggregated with those of other operations evaluations for information on corporate performance.

2.B Evaluation Objective

16. All evaluations pursue the dual objectives of accountability and learning. While these two objectives are in principle mutually reinforcing, the balance of emphasis between them varies from evaluation to evaluation. In this case, presentation of a

summary report of the evaluation to the Executive Board will contribute to accountability, but the primary objective is learning from experience. The evaluation objective is to provide an evidence-based, independent assessment of performance of the CP so far so that WFP and programme partners can adjust course as necessary for the remainder of the Programme term and to inform any future programme design.

2.C Scope

17. The evaluation will cover CP 10418 from its start (1 Jan 06) until end August 2009. It will include all activities (planned and actual) in the three northern regions. The Evaluation Team will also need to consider information from the programme design phase (e.g. assessments, correspondence between WFP and Government of Ghana, electronic discussion prior to the Programme Review Committee). Information from even earlier years may also be relevant to understanding the context and underlying factors behind performance.

2.D Evaluation Questions/Content

18. The Evaluation Report template from the OEDE Evaluation Quality Assurance System (EQAS) presents all the issues to be systematically addressed by the evaluation

3. Evaluation Method

3.A. Evaluation Assessment

19. The Logical Framework in the Project Document differentiates between national level goals, the UNDAF intended outcomes and CP outcomes, but does not explicitly link them. Nor does it make explicit the chain to WFP strategic objectives, although this is mentioned in the Project Document text and has since been developed in the Standard Project Reports. Outcome and output indicators are provided. It should therefore be possible for the evaluation team to construct a logical framework.

20. The evaluation will use Standard Project Reports and other data compiled by the Country Office up to the latest monitoring cycle, as listed in the Log Frame of the Project Document¹²⁴. The Country Office also has annual baseline reports on nutrition indicators. The list of sources for verification of indicators of the UNDAF outcomes is contained in the UNDAF itself and will be used, where relevant. Other secondary information sources may be used as necessary and available. Examples include: the CFSVA 2009 and Impact Assessment of the Effect of the Global Financial Crisis, 2009 (see Annex 1). The reliability of base data will be assessed as part of the preparatory phase.

3.B. Evaluation Approach

21. **Programme theory and mixed methods.** The evaluation will take a programme theory approach and logical framework. In view of the issues mentioned in Section 3.A above, the team may need to reconstruct the Log Frame and verify with the CO. The evaluation will use mixed methods, combining quantitative and

¹²⁴Among these, data for Country Programme outcome indicator (2.e) on teacher's perception of children's ability to concentrate was not collected (Standard Project Report 2008).

qualitative data. It will draw on the existing body of documented data as far as possible and triangulate this with information to be collected in the field. The methods used will include:

- **extensive review of documents and data:** as a first step in the preparatory phase, the team will analyse as much of the relevant secondary data (qualitative and quantitative) as can be gathered in advance. This will include information specific to the outcome and output indicators and information concerning the risks and assumptions in the Log Frame – i.e. the context. The results of the document review – though not conclusive - will be presented in the Pre-Mission Report. This will enable the team to identify where there are information gaps in the process of answering the evaluation questions (Annex 4). From that the team will identify the lines of enquiry to be pursued during the field work phase, the verifiable indicators to respond to the gaps and the method that will be used to obtain the data.

- **in-country semi-structured interviews and focus groups:** on the basis of the document review and consultation with the Country Office, the evaluation team will prioritize the internal and external stakeholders to be interviewed, either individually or in focus groups (depending on numbers in the category and availability). This should Endeavour to ensure that a wide cross-section of stakeholders is able to participate so that a diversity of views is heard and gathered – including from stakeholders who were intended to have a significant role in implementation, but have not in fact had one (see Section 1.C above). Methods used for gathering views of WFP programme staff will be designed to maximize opportunities for participation.

- **Observation** during field visits

22. The evaluation team will develop selection criteria for stratified sampling of sites to visit to ensure as representative a selection as possible of WFP activity and recognising the difference between intended and actual stakeholders. These criteria will be presented in the Pre-Mission Report. The evaluation will also seek data to provide some comparison of performance in districts covered by the Programme with districts not covered and the national average.

23. Individual interviews will be semi-structured. Participatory focus groups with past and present beneficiaries as well as non-beneficiaries will be held in the field to gather their views on the extent to which the Programme is achieving its objectives and addresses their needs. For Activity (ii) 'school meals', parents of beneficiaries will be consulted.

3.C. Phases and Deliverables

24. **Design phase.** This period is dedicated to consulting stakeholders, identifying the consultants, and preparing the TOR, the evaluation budget, and the job descriptions for each evaluation team member. Consultation with stakeholders (mainly the Country Office) on the TOR is intended to arrive at a common understanding on the objective and scope of the evaluation and the approach to be followed. In line with EQAS, the quality of the TOR will be checked by the Director of the Office of Evaluation before final approval.

25. **Preparatory phase.** The first step of the evaluation process is a desk review of documents. This will be captured in a pre-mission report under the responsibility of the Team Leader and according to an EQAS template (see Annex 4). The purpose of

the Pre-Mission Report is to: (i) present the preliminary findings of the desk review and identify information gaps; and (ii) present the approach/methodology that the evaluation will use to fill the information gaps during the field mission. This phase also includes briefing of the evaluation team by the Evaluation Manager (in Rome or Ghana).

26. Evaluation field mission. Field work will be undertaken in country, both in the capital and the operation areas. It consists of three main steps:

- **Briefing:** the mission will start with a meeting with the Country Office to discuss the Pre-Mission Report and to brief other core stakeholders (from Government, UN and NGOs);
- **Data collection:** as proposed in the methodology section above and refined in the Pre-Mission Report. At least half the mission should be spent in the field;
- **Debriefing:** at the end of the field mission the evaluation team will present a summary of key findings and preliminary conclusions in an Aide-Memoire to the Country Office. Key stakeholders from Headquarters and the Regional Bureau will be invited to participate by teleconference.;
- **Reporting phase.** The findings are brought together in a succinct evaluation report, using an EQAS template (see Section 2D above). It will respond to the objectives and questions of the evaluation and conclude on the five standard evaluation criteria.
- **Workshop:** the Team Leader will present the main findings and conclusions as well as draft recommendations in a workshop with key stakeholders from the WFP Country Office and implementing partners. The purpose would be for participants to give feedback on the findings and conclusions and elaborate further the recommendations to ensure that they are realistic and actionable in the remainder of the Operation's term. Key stakeholders from Headquarters and the Regional Bureau may participate at their own expense. The quality of the material to be presented will be checked by OEDE prior to the workshop. The evaluation report will be finalised after the workshop. Again, the quality will be checked by OEDE prior to it being shared with stakeholders for comments.

27. Management response phase. Under the coordination of the Performance and Accountability Management Division and subject to clearance by the Executive Director, those responsible for management of the CP provide a written response to the evaluation recommendations. This will be presented as a separate document to the WFP Executive Board at the same time as the evaluation report.

28. Presentation/dissemination phase. The summary report and the management response will be presented at the WFP Executive Board at the same time as any new project. Lessons learnt from the evaluation will be shared with colleagues as appropriate.

29. Templates for the various outputs are at Annex 4.

3.E. Evaluation Quality Assurance System

30. WFP has developed an Evaluation Quality Assurance System (EQAS) based on the UNEG norms and standards and good practice of the international evaluation

community (ALNAP and DAC). It sets out process maps with in-built steps for quality assurance and templates for evaluation products. It also includes checklists for feedback on quality for each of the evaluation products including the TOR. All these tools are available with OEDE. EQAS will be systematically applied during the course of this evaluation and relevant documents provided to the evaluation team.

31. The evaluation team will ensure a systematic check on the accuracy, consistency and validity of data and information it collects.

Table 2 Phases, Milestones and Deliverables for the Evaluation

Phase	Timing	Expected Outputs
1. Design Phase	July-September 2009	Terms of Reference Team recruited
2. Preparatory Phase Desk review & preparation of field visits	15 October to 6 November 2009	Pre-Mission Report
3. Evaluation mission	16 November to 7 December 2009	
Initial briefing of core stakeholders	18 November	
Field interviews and data collection	16 November to 7 December 2009	
Debriefing at Country Office	7 December	Aide-Memoire of preliminary findings
4. Reporting Phase	8 December 2009 to 5 March 2010	
Draft report	25 January 2010	Draft Report for OEDE quality clearance
Stakeholders workshop in Ghana	10 February 2010 (TBC)	Presentation of team findings, conclusions and draft recommendations
Completing report	9-12 February	Evaluation Report (Final Draft)
Other stakeholder comments	15-28 February	Comments Matrix
Finalising report	By 5 March 2010	Evaluation Report (final)
5. Management Response	March 2010	Management response
6. Presentation/ dissemination Executive Board	June 2010	Presentation of Evaluation Report & Management Response

3.F. Budget

32. The evaluation costs will be covered by OEDE's PSA budget for operations evaluations. A sum of US\$100,000 has been budgeted.

4. Organisation of the Evaluation

4.A. Stakeholders in the Evaluation

33. The Country Office is responsible for:

- Providing the evaluation manager and the evaluation team with all information necessary to undertake the evaluation, or access to it;
- Being available to the evaluation team to discuss the programme.

34. Logistical support to the mission while in Ghana, including providing transport and arranging meetings in Accra and field visits and translation as necessary.

35. WFP stakeholders in the Regional Bureau and Headquarters will also be key informants to the evaluation, consulted and kept informed as appropriate to their respective field of expertise and/or role in the CP, whether technical or other (including the Performance and Accountability Management Division, OEDAM).

36. Stakeholders external to the evaluation will be involved in the ways described in the last column of the Stakeholder Map at Annex 3 and Section 3.B Methodology (above).

4.B. Evaluation Team

37. The evaluation team will comprise the team leader and two other team members, all externally recruited. Together, the team will combine complementary expertise in food security, economics, child and maternal health and nutrition, gender and institutional capacity building for large-scale feeding programmes and of small-scale farmers' groups for community-based supply of semi-processed foodstuffs. Together they will have a good working knowledge of Ghana and the West Africa region as well as of WFP and of wider development programmes. The team leader will have extensive evaluation skills and experience as well as leadership skills. The team leader and at least one team member will have international experience and are likely to be internationally recruited.

38. The Team Leader is responsible for consolidating team inputs and for timely submission of the various evaluation reports. Team members report to the Team Leader. Full job descriptions for each team member are at Annex 5 (*in development*).

4.C. OEDE

39. The evaluation will be managed by Sally Burrows, Senior Evaluation Officer, OEDE. She is responsible for managing the evaluation process and reports to the Director, OEDE. The Evaluation Manager's tasks include:

- Preparation of terms of reference;
- Selection and recruitment of evaluation team;
- Budget preparation and management;
- Evaluation team briefing;
- Preparation of field mission together with the CO focal point;
- Quality assurance;
- Consultation with major stakeholders on evaluation outputs/reports;

- Dissemination of reports;
- Main interlocutor between the evaluation team and WFP.

4.D. Communication

40. All evaluation documents will be written in English. Communication methods and milestones are listed under Section 3. The evaluation report will be publicly available. The results will be incorporated into OEDE's new lessons sharing system, once it is established (to come on stream in 2009) to ensure that lessons will be accessible to users in and outside WFP.

Annex 2 Evaluative methodology

The WFP Ghana CP Evaluation used a mixed method and RBM approach to measure the performance (outputs and outcomes, degree of achievement), relevance and appropriateness, efficiency, effectiveness, sustainability and to a lesser extent the impact. The evaluation team explored the intended and planned strategies contained in the CP, the shifts in these strategies, the factors which led to these shifts and the actual outcomes that were realized. A strong synergy was created between methods including secondary source data analysis, documentary review and interviews with key stakeholders, along with field observation and beneficiary assessment methods. The Evaluation maintained an independent approach and at the same time facilitated workshops with staff at the national and sub national level to interact and reflect on the CP achievements, challenges and way forward.

Emphasis was placed on investigating the WFP's CP relevance and appropriateness to the needs of the people and within the current Ghana Government policy context; the efficiency of CP implementation and the targeting strategies; the effectiveness of the CP in relation to reaching vulnerable groups, meeting WFP's corporate objectives and the degree of sustainability and connectedness of the CP in relation to the outcomes. Much less emphasis was placed on the impact, particularly given that the CP has at least one more year to complete its cycle before impacts can be properly measured.

The **evaluative logic model** was based on a results based approach and a results matrix with key indicators for all levels of the results hierarchy. The WFP logic model was clearly articulated within the CP action plan in which targets and indicators were used to measure the performance of the CP and its potential outputs, outcomes and eventually impact. The preliminary work was carried out by WFP OEDE and the WFP Ghana offices in order to prepare the data related to outputs which helped in the efficient analysis of output indicators in the logic model. A small research team began work on collecting information related to the key output and outcomes indicators for the CP in early October. (See Annex 8 and 9 for the logic model). The Evaluation Team extended the performance assessment in relation to the CP results matrix beyond national and regional level to ensure that more data is gathered on a district basis to gain a more complete picture of the outcomes to date. The district level analysis was intended to review trends across the four year period (2005-2009) particularly in food insecure and WFP high intervention districts in the North, and compare these to WFP lower intervention districts.

Data Collection Strategy: A rigorous review of this baseline data has been carried out by the international consulting team along with the in-country Ghana research team. Output to outcome data was relatively easy to collect related to some key indicators in education but more challenging in the nutrition sector. A review of secondary data was extensive thanks to the support from OEDE and the Country Office who together prepared an extensive list of Ghana documentation (see Annex 2 for full bibliography) and made all the documents available to the Team early in the evaluation exercise.

Secondary Data Trend Analysis: While the International Team was in the field, there was ongoing analysis from secondary data of trends relation to education and nutrition outcomes, based on the key indicators in the CP results matrix. These

include enrolment, Gender Parity Index (GPI), and transition to JSS and SSS. Both Government and WFP sources were used, including the Education Monitoring and Information systems (EMIS), MICS and DHS data. District level data was already collected from the MICS study and was reviewed by the nutritionist in order to see the degree to which it can be used to track malnourishment trends in the evaluative districts.

The Team used an **evaluative methodology** which involved a high degree of interaction with Country Office staff, key stakeholders, district and community implementers and beneficiaries in a spirit of appreciative enquiry to facilitate the collective analysis of the achievements to date. One stakeholder workshop was held with the staff at WFP, key government counterparts and other key collaborators such as UN agencies and other development partners. In-depth interviews were carried out with key WFP staff and collaborators. A full day of meetings at the regional level in Tamale was also organized beginning with the regional WFP staff including WFP regional monitors with the government counterparts and the selected WFP collaborators (key NGOs and UN agencies).

District level interviews included: interviews with key district health and nutrition staff, district education staff and the district assembly members involved in the GSFP and the WFP school feeding and Activity 1 interventions. The WFP Ghana office prepared district level stakeholders to participate in these focal group meetings the first day of the field work in each district (see Annex 7 for itinerary and list of people met). Community level field work included four types of interviews where possible: focal group interviews with chiefs and/or opinion leaders (community assembly man, prominent elders including the women's leader; this served as an entry point). In communities where there are school feeding activities by the WFP and or the GSFP, the team conducted a focal group interview with the Head teacher and teachers and boys and girls at upper primary school children (separately). Observation of the food, food stuff and storage in the school was conducted as well as interaction with the school feeding cooks and matron.

In communities where there was a nutrition and health centre operational on the day: the Team held focal group discussions with the health assistants, pre-school, nutrition centre attendants and other staff, and used observation tools to record the status of the health centre. Most importantly a focal group discussion with the women attending the nutrition and health centre was also conducted. Finally, in communities where a farming group exist, a focal discussion was organized with the women's and men's farmers groups.

Sampling Method for Site Visits

A master list of all the WFP Ghana intervention communities on a district basis was developed and used to assist the Team conduct final field site selection. The districts were selected based on a review of the VAM, food security mapping and WFP international maps developed during the 2006 CP. These maps helped to assist the Team select the preliminary districts which were used for both education/nutrition trend analysis and the field visits. The criteria used for district selection included the following:

- Food security status based on the VAM (2004) and the Comprehensive Food Security and Vulnerability Assessment (2009);
- High and low intervention levels of WFP Activity 1 and Activity 2;

- Length of time WFP was present in a district;
- Presence or absence of WFP supported/facilitated farmers' groups (key to the CP sustainability strategy);
- Targeted UN districts for synergy between WFP and other UN agencies (e.g. reducing GPI in northern Ghana with UNICEF, WHO and FAO). See Annex 7 for details of districts selected.

The criteria used to select communities included sites which were "active or non active" WFP intervention communities in order to see the degree of sustainability once WFP phased out. The degree of intervention was also taken into consideration by analyzing whether WFP communities had one, two or three activities (e.g. CHNC, Take Home Ration (THR) and School Feeding) present and whether these activities were scaled up and whether the intended synergy between Activity 1 and Activity 2 components was achieved. The Team is also allowed for some degree of flexibility in site selection once at the district level in order to see Activity 1 activities in situ such as the health and nutrition meetings with mothers. We will also attempt to select communities which have benefited and phased out of take home rations and have JHSs in order to see the transition impact from primary to JHS. Community selection was based on the following typologies which emerged from the review of the data:

Type 1 Communities: Best sustainability case potential: usually *phased out* communities, existence of nutrition centres and education activities but children have moved to the JHS level and no longer in primary school; existence of farmers' groups which were linked by WFP to NGOs for support¹²⁵.

Type 2 Communities: Active WFP intervention communities having all the three activities (nutrition/health activities (CHNC), THR and School Feeding implemented by WFP through the Ghana Education Service¹²⁶). Have been active for the last 3 to 4 years or more. This will be selected in the field at district level in order to ensure that nutritional activities and school feeding can be observed on that day. The selected community may be compared to non WFP sites in the area.

Type 3 Communities: Active Ghana School Feeding Communities with collaboration by WFP (3 days per week) and have been active with the GSFP for at least the last 2-3 years¹²⁷. May not have other WFP activities or be low in intervention.

Type 4 Communities: Communities that are located in the same areas *but do not have any WFP or GSFP* activities. Here we will be looking out for unforeseen outcomes of WFP programme interventions in neighbouring communities (e.g. school children moving from their communities to join WFP assisted schools etc). We will also be looking for indigenous approaches to food security and livelihood strategies.

The final selection of districts was based on their ability to provide a rich context to explore the issues of CP performance, effectiveness and sustainability. All 3 priority districts for field work were involved in the WFP programme interventions over the last ten years (current and previous CPs). The selected districts had a high level of

¹²⁵Some of these communities may not have fully phased out based on interviews with Country Office staff but have been in the WFP support since the first country programme (over 10 years supported).

¹²⁶There are about 200 of these School Feeding programme schools implemented directly by the GES with WFP support. Ideally selected communities would have had other activities such as the THR or nutrition programming for over four years.

¹²⁷There were 79 GSFP schools supported through GOG and WFP collaboration since 2006 when the CP began.

WFP intervention in comparison to other districts around them. They were also considered priority districts for achieving Gender Parity and decreasing levels of malnourishment¹²⁸. Two of the three districts selected for the evaluation were target districts for UNICEF and WFP collaboration (i.e. Savelugu and Kassena Nankana). Finally, several of the initial 60 women's groups which were supported to achieve income generation activities to support WFP initiated nutrition and education activities were also found in these districts and Type 1 Communities have been selected based on this. Finally, 2 of the 3 districts have continued to experience severe/high rates of food insecurity (Sissala East and Kassena Nankana).

¹²⁸Kassena Nankana has been selected for the Tackling Malnourishment Campaign with UNICEF.

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Annex 4 List of persons met and places visited

Date	People	Comment/Details
	Rome based Interviews	
Oct 31	Trudy Bower, Former Country Director stationed in Rome	
	Jorge Fanlo Martin, P4P	
	Tina van den Briel, Chief, Nutrition, MCH & HIV/AIDS Nitesh Patel, Nutritionist, OMXD	
	Nancy Walters, Chief, School Feeding Policy Emilie Sander, Policy Officer, School Feeding Workshop Ilaria Dettori, Chief, School Feeding Programme Design Luay Basil, Adviser, HGF Tom Eilon, Boston Consulting Group	
Tues 10, 2009	Nicole & Shelley: SO 5 Officers, Cooperation and Partnership Programme (OMXC)	
Thurs 12 Nov 19:50 KQ511	Layla Ahadi, Local Production/Procurement person Sibi Lawson (telephone Interview)	
Fri 13 Nov	Kwame Ntim, Managing Director, Yeddent, Mr Osei, WFP Local Procurement Officer	
Sat 14. Nov	Rest & Preparation	
Sun 15 Nov 19:50 KL589	Arrival Accra from Amsterdam (KLM) Tamsin Walters (Nutritionist)	
Mon Nov 16 11:30	Evaluation team met with Ismail Omer, WFP Ghana Country Director Mr Francis Kumankuma, National Program Officer	
Mon Nov 16 14:00-16:00	Meet with other key WFP National based Staff in the Country office -CP officer -Procurement officers -Logistics officers -Public Relations officer -2 Programme officers -other Staff working on the CP	
Tues Nov 17	Meetings /Interviews arranged in Accra -USAID: Mr Alfred Osei, Food Aid Specialist -Ministry of Education, WFP counterpart activity 2 coordinator, Mrs Jackson -DfID, Social Development Specialist, Ms Rachel Hinton -Ministry of Food and Agriculture, Head of Monitoring and Evaluation, and other senior MOFA experts and Specialists in the PPMED Division (Angela Datson, Lena Otoo)	See list at end

Wed Nov 18	UNICEF: Julianna Lindsey, Chief of Advocacy, Communications, Monitoring & Analysis, Maina Muthee Catholic Relief Services, Country Director Ghana (Vewonyi Adjavon) Technoserve: (Country Director) Nick Railston-Brown Ministry of Finance and Economic Planning (Head of UN Systems Unit and Donor Relations—Mr Augustus Kwasi Adu. Ministry of Local Government and Rural Development (Principal Planning Officer /Oversight to the GSFP)—Levina Owusu	
Thurs Nov 19	Stakeholder meeting with key people identified by WFP country office (most of the key UN agencies in attendance including UNICEF, UNDP, FAO) Ministry officials from Ministry of Health, Ministry of Education, Ministry of Local Government and Rural development.	
	2 nd Interview with WFP Country Director (Mr Ismail Omar) Interview with CP officer Francis Kumankuma	
	Preparation for the field by the team -finalization of the instrumentation and field work plan, logistics etc	
Fri Nov 20	Ministry of Health, Ghana Health Service: Director General (Dr Elias Sory) Ministry of Health, GHS, Director/head of Nutrition Division (Mr Armah) Former National Activity Coordinator (Mrs Patricia Asamoah Tutu) Ghana School Feeding Programme, Acting Director of GSFP (Mr Kwame Nuako) UNICEF Nutritionist	
Sat Nov.21	Travel to Tamale Evaluation Team: Leslie Casely-Hayford, Tamsin Walters, Michael Johnny, Rama Brew-Butler, Roland Akabzaa and Mark In-depth interview with key WFP staff in Tamale office (Jamela and Margaret). In-depth interview with Key Government staff Activity 1 coordinator (Moses Timbilla)	
Sun. Nov 22	Rest and site visit preparation Team Meeting to take final review of the itinerary, field guide.	
Mon Nov 23 8:30 to 12:00	TAMALE: Half day workshop with Tamale-based WFP staff including field monitors Head of WFP sub office (Mr Ahmed) 2 Sub office based Programme Officer (Djamela and Margaret) 5 field monitors and regional monitors VAM officer Logistics Officers Procurement officers	
Mon Nov 23 12:00 to 2:00	TAMALE: 2 hr meeting with regional Government of Ghana counterparts Ministry of Education Girls Education Regional Office Ghana School Feeding Regional Coordinator Ministry of Health, Activity 1 Coordinator (Moses) Regional Officer, Ministry of Food and Agriculture representative	
Mon. Nov 23 14:00-16:00	TAMALE: Focal Group Meeting with Tamale-based WFP key stakeholders/ collaborators UNICEF, IFAD, New Energy, Catholic Relief Services, Opportunities International	

Tues Nov 24	<p>Upper East Team 1 and team 2: visit Kassena Nankana (District Office), Focal Group Discussion with heads of departments involved with the WFP implementation: Ministries of Food and Agriculture and Health, District Coordinating Director/ District Chief Executive, Budgeting officer, District Planning Officer. Meeting with the Regional Girls Education Officers (Director and staff responsible for WFP monitoring) In-depth Interviews with the following People</p> <ul style="list-style-type: none"> • District Director of Education and key staff working on WFP/GSFP programming • District Health /Nutrition Officers • District Assembly: District Coordinating Director, School feeding focal person (GSFP) • District Agriculture officers working on food security issues; • Visit JSS schools /Interview teachers which have benefited from THR intakes. 	
Wed Nov 25	<p>Upper East: Kassena Nankana : community 1 (Doba Community)</p> <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders (Chief and Elders); • Observation at the school/nutrition centre • Interview in-depth with the Nutrition Centre attendants • Interviews with Head teacher and teachers (Doba Primary and JSS) • Focal group with Girl children (JSS 2 and 3) • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups (school management committee members at Doba JSS) • Farmers group at Chief's palace • Nutrition Management Committee members • Mothers group 	Team 1 and Team 2 work together to harmonize understanding of the field guide and field work to ensure consistency.
Thurs Nov 26	<p>Kassena Nankana: Community 2 (Kongwania Community)</p> <ul style="list-style-type: none"> • Nutrition Centre interview with attendants and observation note; • Women's group meetings • Observation at the school/nutrition centre • Interviews with Head teacher and teachers at primary school • Focal group with children (P5/P6) 	Team 1 Leslie Casely-Hayford Rama Brew Butler Michael Johnny
	<p>Gayingo Primary School Students / head teacher (short visit to school which was nearby and lost children to the GSFP in the next village)</p>	
Thurs Nov 26	<p>Kassena Nankana: Community 3 (Nyangania Community)</p> <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders (Chief, elders, school management committee members and several men in community attended); • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Focal group with children (boys and girls separately interviewed in focal group (P5/P6) • Focal group with nutrition centre female beneficiaries/ women's group and nutrition management committee members • Audit and interview with nutrition centre attendants; • Community Health centre nurse • Focal group with parents/farmers groups 	Team 2 <i>Tamsin Walters</i> <i>Rolland Akabzaa</i> <i>Mark</i>

Fri Nov 27	<p>Kassena Nankana: Community 4 (Kayoro Wuru Community)</p> <ul style="list-style-type: none"> • Community Health Nurse interview and observation • Community Entry with the key community opinion leaders (chief and elders); • Women's group • Interview with nutrition centre volunteer • Focal group with parents/farmers groups 	Team 2
	<p>Channa Community Women's group leaders (including the salt iodized rebagging group)</p>	
Fri Nov 27	<p>Kassena Nankana: Community 5 (Nayagania Community)</p> <ul style="list-style-type: none"> • Community health nurse weigh in • Mothers focal group interview; • Observation at the WFP pre school/nutrition centre • Interviews with teacher/nutrition attendant and women's leaders • Focal group of girls at JHS 3 • Focal group of girls at JHS2/3 • Interview with head teacher and teacher 	Team 1
Sat Nov 28	<p>Full team reflection meeting on key findings to date and report writing on field visits; In-depth interview with WFP field monitor for the Upper East</p>	
Sun Nov 29	<p>Team 1 travels to the Upper West Team 2 travels to the Northern Region</p>	Mark flies back to Accra early Monday am.
Mon Nov 30	<p>Upper West: Sissala East District District entry and interviews</p> <ul style="list-style-type: none"> • District Director of Education and key staff working on WFP/GSFP programming • District Health /Nutrition Officers • District Assembly: District Coordinating Director, School feeding focal person (GSFP) • District Agriculture officers working on food security issues; • Visit JSS schools /Interview teachers which have benefited from THR intakes. 	Team 1 <i>Leslie, Michael and Rama</i>
Mon Nov30	<p>Northern Region : Savelugu District</p> <ul style="list-style-type: none"> • District Director of Education and key staff working on WFP/GSFP programming • District Health /Nutrition Officers • District Assembly: District Coordinating Director, School feeding focal person (GSFP) • District Agriculture officers working on food security issues; • Visit JSS schools /Interview teachers which have benefited from THR intakes. 	Team 2: <i>Tamsin and Rolland</i>
Tues Dec 1	<p>Sissala East District Community 6</p> <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders; • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Focal group with children • Interview with nutrition attendants • Interview with nutrition centre management committee • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups 	Team 1

Tues Dec 1	Northern Region Team: Savelugu District community 7 <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders; • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Focal group with children • Interview with nutrition attendants • Interview with nutrition centre management committee • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups 	Team 2
Wed Dec 2	Northern Region Team: Savelugu District community 8 <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders; • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Interview with nutrition attendants • Interview with nutrition centre management committee • Focal group with children • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups 	
Wed Dec 2	Sissala East Team: Community 9 <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders; • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Interview with nutrition attendants • Interview with nutrition centre management committee • Focal group with children • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups 	
Thur Dec 3	Northern Region Team: Savelugu District community 10 <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders; • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Focal group with children • Interview with nutrition attendants • Interview with nutrition centre management committee • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups 	
Thurs Dec 3	Sissala East District Team: Community 11 <ul style="list-style-type: none"> • Community Entry with the key community opinion leaders; • Observation at the school/nutrition centre • Interviews with Head teacher and teachers • Focal group with children • Interview with nutrition attendants • Interview with nutrition centre management committee • Focal group with nutrition centre female beneficiaries • Focal group with parents/farmers groups 	
Fri Dec 4	Upper West team travels to Tamale (8-10 hours)	

Fri Dec 4	Northern Team finalises interviews with Activity 2 Coordinator, Ghana School Feeding programme Coordinator, CCFC Visit to the Ministry of Education and Ministry of Health Regional Warehouse Final Debriefing session with selected members of the WFP regional Tamale Sub office (5 staff including the Director)	
Sat 5 Dec	Travel Tamale-Accra Leslie Casely-Hayford, Tamsin Walters, Michael Johnny, Rama Brew-Butler, (+ Roland Akabzaa) 10:30 to 4:00 Pm Final team reflection meeting with all the researchers; Departure Tamsin Walters (KLM) 22.00 KL 590	
Sun 6 Dec 13.10	Departure Michael Johnny (Kenya Airways (1:00 PM))	
Dec 15	Debrief Country Office	

Annex 5 Methodology and evaluative results matrix

Results hierarchy	Performance indicators	Main Questions and Sources of Information.
Goal at National Level Reduce poverty levels (GPRS)	Percentage of population below poverty line (US\$1 per day) declines by 50% by 2010. Annual economic growth averages 8% by 2010.	Ghana Living Standards Survey
UNDAF Outcomes 1.1 By 2010, the proportion of people, particularly those living in the most deprived districts, whose right to health is fulfilled, is increased.	1.i Malnutrition levels among pregnant and lactating women. 1.ii Malnutrition levels among children under five.	Already Analysed See the Results Matrix by Evaluative Researchers.
2.1 100% gross enrolment ratio and gender equity in enrolment, retention and completion achieved in basic education by 2010 in the most deprived districts.	2.i Gross enrolment ratio in basic education. 2.ii GPI in basic education. 2.iii Completion rates in basic education.	EMIS data sets (already collected currently being analysed across selected WFP districts)
3.1 Increased productive capacity for sustainable livelihoods, especially in the most deprived districts by 2010.	3.i Percentage increase in district assembly budgets for school feeding and day care and pre-schools.	Attempted during preliminary field visits; More follow up needed in the three selected districts. District Budget tool developed by team.
Results hierarchy	Performance indicators	Main Questions and Sources of Information.

<p>CP Outcomes</p> <p>1. Reduced level of malnutrition among at-risk pregnant and lactating women and children under five.</p>	<p>1.a Percentage of pregnant women gaining up to 12.5 kg during pregnancy.</p> <p>1.b Percentage of lactating women with body mass index <18.5.</p> <p>1.c Percentage of children under five who are underweight.</p> <p>1.d Pregnant and lactating women’s awareness and application of good nutritional practices.</p>	<p>MICS and Demographic Health Data set (collected at national level hoping to conduct district level analysis in the coming weeks).</p>
<p>2. Improved attendance and completion rates among schoolchildren in grades P1 to P6 and girls in JSS1 to JSS3.</p>	<p>2.a Annual percentage change in absolute enrolment.</p> <p>2.b GPI for absolute enrolment in WFP target schools.</p> <p>2.c Gender-specific attendance rate for PS and JSS.</p> <p>2.d Gender-specific completion rate and GPI for PS and JSS.</p> <p>2.e Teachers’ perception of children’s ability to concentrate and learn in school as a result of school feeding.</p>	<p>Collected on national and district level; ongoing district level analysis; need to add districts with low intervention levels of WFP activity.</p> <p>Interview with head teacher and teachers, focal groups with children at upper primary and JSS.</p>
<p>3. Improved national capacity to implement and scale up supplementary feeding and on-site school feeding programmes.</p>	<p>3.a National, regional and district/community budgetary allocations to SFHNE and SBE programmes against WFP contribution.</p> <p>3.b Share of VAM-identified vulnerable communities with government supported SFHNE and SBE programmes.</p>	<p>District Budget tool to be used when interviewing the District Assembly and budget officers; along with GSFP at regional levels;</p> <p>Interviews with WFP staff; ongoing. Could select a few districts for analysis.</p>
<p>4. Increased demand for domestic farm produce in response to newly created school feeding market requirements.</p>	<p>4.a Tonnage and monetary value of food commodities procured locally by WFP.</p> <p>4.b Number of farmers/farmers’ groups supported through local purchase.</p> <p>4.c Percentage of food procured by contracted processors from small farmers’ associations.</p> <p>4.d Farm household revenues from produce sales to the local food-procurement initiative.</p>	<p>Interviews with procurement people and WFP staff</p> <p>Focal group interview with farmer groups at the community level;</p> <p>Interviews with District level budget officers/GSFP;</p>

<p>3.1. Beneficiaries participating through district assembly members in planning, implementing, monitoring and evaluating programme activities.</p>	<p>3.1.a Target communities' involvement in DC/PS; quantity and value of local contributions. 3.1.b Target communities' involvement in school feeding; quantity and value of local contributions to canteens. 3.1.c District assembly members and district coordinating directors trained with capacity for food procurement, management and distribution. 3.1.d Number of feeding days covered by government/community contributions for supplementary feeding.</p>	<p>Levels of Community participation the various activities: Interviews with the Management of the nutrition centres and school feeding programmes (SMC's) Interviews with opinion leaders and women's groups in the community; Interviews with district assembly staff; particularly DCD and budget officers</p>
<p>4.1. Increased demand for farm produce through local procurement.</p>	<p>4.1.a Food commodities procured locally by WFP (mt). 4.1.b Farm produce procured locally by contracted WFP suppliers (mt). 4.1.c Total produce sales by targeted farmers' groups to the local food procurement initiative.</p>	<p>Interviews with WFP procurement officers, Interview with private sector intermediaries and NGO's (e.g. Technoserve, Yedent etc) Focal groups with Farmers in WFP and GSFP communities;</p>

Other Technical Annexes

Annex 6 Key data collection tools included in the field guide

Research Instruments/Tools	Purpose
Accra Based	Interview schedule to raise issues in the interview; stakeholder map in the TOR.
Community based	Elders /Key opinion leader interview guide
Focal Interview schedule	School Management Committee in charge of school feeding programme and THR
Focal Interview schedule	Community Health and Nutrition Centre Management committees;
School based	
Interview schedule	Focal group Discussion with Head teacher and teachers
Focal group discussion schedule	Focal Group Discussion with Upper Primary school kids (6 girls and 6 boys separately)
Observation tool	Observation audit at school feeding
Nutrition Centre	
Observation and Audit instrument	Observation of health and nutrition discussions with the Ministry of Health staff and women Observation of children being fed; Observation of the distribution of THR;
Interview schedule	Interview with the health and nutrition /preschool attendants working at the centre.
Focal group guide	Focal group discussion with the women attending the Community health and nutrition centre
Community based	
	Focal Group interview with the women or men's farming or income generating group in the community
District based instruments	
Interview guide	Interviews with the District Coordinating Director, budget officer and GSFP officer
Interview guide	Interview with head teacher and teachers at Junior Secondary Schools in the District who have received intake from primary schools and who have received THRs over the last two to three years. Interview with girls at JSS level.
	Interview with the Health and Nutrition Officers at District Level Interview with the WFP field monitor
	Ministry of Food and Agriculture Staff at the District level involved in food security and feeding programmes
	Matrons in charge of aspects of Ghana School Feeding programme implementation.
Interview guide	Focal Group Discussions with Key people at the District Education Office (District Director of Education, Girl Education Officer, School Feeding person etc)
Regional Level	Ghana School Feeding Programme Officers (Interview in Tamale and Upper East) Follow up meeting with key NGO and UN agency organizations expected to work with WFP on CP implementation.

Annex 7 District selection matrix

	Districts selected for secondary trend	Districts for field work	Food security profile (high low medium)	Level of WFP intervention in education ¹²⁹	Level of WFP intervention in nutrition ¹³⁰	WFP facilitated farmers groups available	Synergy with other UN agencies (esp. UNICEF)
Northern Region	Savelugu Nanton	Yes	(food secure)	High	High	Yes	High level of Synergy Expected (GPI focus district)
	Tolon Kumbungu		Food secure	Low	Low	No	High (TM) ¹³¹
	Bunkpurugu Yunyoo		Medium	High	High	No	GPI synergy ¹³²
	East Mamprusi		Food secure	None	High	Yes	GPI synergy and TM work
	Gusheigu		Secure	Medium	None	No	GPI and TM work
	Karaga		Medium	Medium	None	No	
Upper East	Bawku West		Medium	Medium	Medium	Yes	TM
	Bongo		Severe	Low	Low	Yes	TM
	Builsa		Severe	Low	Medium	No	TM
	Kassena Nankana	Yes	Severe	Low	High	Yes	TM and GPI synergy with UNICEF
	Talensi Nabdram		Severe	Low	High	Yes	TM and GPI work
Upper West	Jirapa Labussie		Medium	Low	Medium	Yes	TM and GPI
	Lawra		Medium	Low	Medium	Yes	TM and GPI
	Nadowli		Medium	Low	Medium	Yes	TM
	Sissala East	Yes	Low (food secure)	Low	High	Yes	
	Sissala West		High	High	Medium	Yes	

¹²⁹High means above 20 per cent of schools coverage for School Feeding at the primary school level; medium is between 9-19 per cent coverage and low is between 1 to 8 per cent coverage.

¹³⁰High means there are over 9 CHNC in the district; Medium means there are between six and ten; low means there are below 6 CHNC.

¹³¹TM means Tackling Malnourishment a project sponsored by UNICEF, CIDA and WFP.

¹³²GPI synergy means that WFP and UNICEF were to work together in order to improve the Gender Parity Index of Girls through WFP providing THR and UNICEF providing a full complement of school inputs to ensure minimum package was met at the school level.

Annex 8 WFP Ghana CP education results matrix 2006–2010

Results hierarchy	Performance indicators	2006		2007		2008		Remarks
Goal at National Level Reduce poverty levels (GPRS)	Percentage of population below poverty line (US\$1 per day) declines by 50% by 2010. Annual economic growth averages 8% by 2010.							
2.1 100% gross enrolment ratio and gender equity in enrolment, retention and completion achieved in basic education by 2010 in the most deprived districts.	2.i Gross enrolment ratio in basic education (Primary)	National	90.8	95.0	94.9			
		North	87.4	92.1	93.5			
		UE	92.1	96.9	94.1			
		UW	90.5	98.1	100.0			
	2.ii GPI in basic education. (Primary)	National	0.96	0.96	0.96			
		North	0.89	0.88	0.87			
		UE	1.02	1.00	1.00			
		UW	1.06	1.05	1.04			
	2.iii Completion rates in basic education. (Primary)	National	80.4	85.5	88.7			
		North	71.7	79.4	85.9			
		UE	70.7	78.9	85.1			
		UW	70.6	78.8	87.9			
2.1 100% gross enrolment ratio and gender equity in enrolment, retention and completion achieved in basic education by 2010 in the most deprived districts.	2.i Gross enrolment ratio in basic education (JHS)	National	74.8	78.8	80.6			
		North	59.0	66.4	67.4			
		UE	57.7	63.1	67.8			
		UW	65.2	72.7	77.9			
	2.ii GPI in basic education. (JHS)	National	0.91	0.92	0.92			
		North	0.8	0.80	0.82			
		UE	1.06	1.11	1.09			
		UW	1.04	1.06	1.08			
	2.iii Completion rates in basic education. (JHS)	National	62.8	67.7	88.7			
		North	46.8	55.4	85.9			
		UE	45.3	51.8	85.1			
		UW	49.9	55.7	87.9			

Results hierarchy	Performance indicators	2006	2007	2008	Remarks				
3.1 Increased productive capacity for sustainable livelihoods, especially in the most deprived districts by 2010.	3.i Percentage increase in district assembly budgets for school feeding and day care and pre-schools.	About 5%	About 5%	About 5%	Most districts don't have budgetary allocations for feeding. However, all districts make expenditure on haulage, kitchens, utensils etc				
2. Improved attendance and completion rates among schoolchildren in grades P1 to P6 and girls in JSS1 to JSS3.	2.a Annual percentage change in absolute enrolment.	PS	JHS	PS	JHS				
		North	7.3	5.5	8.3		15.5	4.3	4.3
		UE	4.3	9.0	8.1		12.2	-0.2	10.4
		UW	-7.4	-0.9	11.3		14.5	4.7	10.1
	2.b GPI for absolute enrolment in WFP target schools	North	0.86	North	0.86	North	0.88	2006 and 2007 figures are for all schools in region	
		UE	0.89	UE	0.95	UE	0.96		
		UW	1.00	UW	1.00	UW	0.93		
	2.c Gender-specific attendance rate for PS and JSS.	M	F	m	f	m	f	Still working at it.	
		North		North		North			
		UE		UE		UE			
		UW		UW		UW			
	2.d Gender-specific completion rate and GPI for PS and JSS. (Primary)	M	F	m	F	m	f		
		North	79.1	63.4	85.6	72.6	92.4		78.7
		UE	69.7	71.9	77.3	80.7	83.4		87.1
		UW	74.1	74.1	76.9	80.9	85.6		90.5
	2.d Gender-specific completion rate and GPI for PS and JSS. (JHS)	M	F	m	F	m	f		
		North	52.7	39.8	62.1	47.4	67.1		52.5
		UE	45.0	45.8	51.3	52.4	61.2		62.2
UW		51.6	47.8	56.8	54.5	62.0	60.1		
2.e Teachers' perception of children's ability to concentrate and learn in school as a result of school feeding.	Affirmative	Improvement	Improvement		a) Transition to the next level increased annually. b) Children remain in class even when school closes.				
4. Increased demand for	4.a Tonnage and monetary value of food commodities procured	5315mt US\$1,784,543	5,433,73mt US\$1,919,984	10,828mt US\$7,093,493					

Results hierarchy	Performance indicators	2006	2007	2008	Remarks		
domestic farm produce in response to newly created school feeding market requirements.	locally by WFP.						
	4.b Number of farmers/farmers' groups supported through local purchase.	800	2,087	279			
	4.c Percentage of food procured by contracted processors from small farmers' associations.				This varies between 5 to 50% for the govt. feeding depending on the locality (usually less in urban areas)		
	4.d Farm household revenues from produce sales to the local food-procurement initiative.				N/A		
2.1. Food provided to schoolchildren	2.1.a Number of primary schoolchildren having received wet rations.	31,054	32,881	102,231			
	2.1.b Food distributed for wet rations (mt).	212.64	242.63	467.636			
	2.1.c Number of schools participating in school feeding programme.	79	79	304			
Food provided to families as incentive to send girls to school.	2.2.a Number of girls in P4 to JSS3 having received dry rations.	41,415	38,064	27,506	Classes were being phased-out annually		
	2.2.b Food distributed for dry rations (mt).	1,134.05	1,020.33	876.954			
	2.2.c Number of schools in girl-child education programme targeted by WFP.	804	802	291	All primary schools were phased-out		
2.3. Staff and community capacity built and strengthens	2.3.a Number of GES staff trained in HIV/AIDS prevention. +	North	2,936	North	8,477	---	Only JHS staff was trained in 2006. Primary and SHS staff were trained in 2007
		UE	1,524	UE	3,894		
		UW	1,212	UW	3,000		
	2.3.b Number of PTA/SMC	See remarks				All head teachers	

Results hierarchy	Performance indicators	2006	2007	2008	Remarks
	members & head teachers trained in school feeding management & record keeping etc.				and chairmen of PTAs and SMCs were trained.
3.1. Beneficiaries participating through district assembly members in planning, implementing, monitoring and evaluating programme activities.	3.1.a Target communities' involvement in DC/PS; quantity and value of local contributions	About 5% of total Quantity	About 5% of total Quantity	About 5% of total Quantity	This quantity is mostly made of vegetables and condiments.
	3.1.b Target communities' involvement in school feeding; quantity and value of local contributions to canteens.				Communities supply water and firewood. Storage fac. and security provided by only a few
	3.1.c District assembly members and district coordinating directors trained with capacity for food procurement, management and distribution.				No target training was conducted.
	3.1.d Number of feeding days covered by government/community contributions for supplementary feeding.	200 days	200 days	200 days	Mission schools like the Catholic schools open for only 190 days due to their numerous holidays.
4.1. Increased demand for farm produce through local procurement.	4.1. Increased demand for farm produce through local procurement.				
	4.1.b Farm produce procured locally by contracted WFP suppliers (mt).	800mt	2,087mt	279mt	
	4.1.c Total produce sales by targeted farmers' groups to the local food procurement initiative.				N/A

Notes: Most of the education data/indicators under **Item 2**, namely Gross Education Ratio (GER), Gender Parity Index (GPI), Percentage Increase in enrolment, Completion Rate were obtained from Ministry of Education's EMIS Report on Basic Statistics and Planning Parameters for the 2006/07, 2007/08 and 2008/09 academic years.

Annex 9 Results matrix for nutrition and health

CP (CP 10418.0) Results matrix for 2006 – 2010

Results hierarchy	Performance indicators	2006	2007	2008	Remarks
Goal at National Level Reduce poverty levels (GPRS)	Percentage of population below poverty line (US\$1 per day) declines by 50% by 2010	28.5 %	-	-	Ghana statistical service, 2007. (Poverty line is based on the lower poverty line of 2,884,700 cedis). 2008 annual progress report on the implementation of the GPRS II.
	Annual economic growth averages 8% by 2010 Real GDP growth rate	6.43 %	5.7 %	7.27 %	
	Inflation (Annual average)	10.5 %	10.73 %	16.5 %	
	Nominal exchange rate of depreciation (Cedi/Dollar)	-1.1 %	4.8 %	20.1 %	
	Ghana's ranking on the Human development index	142	152	-	

UNDAF Outcomes 1.1 By 2010, the proportion of people, particularly those living in the most deprived districts, whose right to health is fulfilled, is increased	1.i Malnutrition levels among pregnant and lactating women. (BMI<18.5)					N/A					GDHS '03, '08.
	Ghana (National statistics)	9 %					8.6 %				
	Upper East	23.1 %					14.8 %				
	Upper West	11.3 %					9.8 %				
	Northern region	12.8 %					11.7%				
	1.ii Malnutrition levels among children under five	Ghana (national statistics)	UE %	UW %	NR %	N/A	Ghana (national statistics)	UE %	UW %	NR %	GDHS '08. MICS '06.
	Wasting	5 %	11.6	7.7	7.1		8.5 %	10.8	13.9	12.9	
	Underweight	18 %	29.1	19.1	26.8		13.9 %	27.0	13.1	21.8	
	Stunted	22 %	19.1	22.5	30.5		28 %	36.0	24.6	32.4	
CP Outcomes 1. Reduced level of malnutrition among at-risk pregnant and lactating women and children under five	1.a Percentage of pregnant women gaining up to 12.5 kg during pregnancy	84.2 %				86.1 %	84 %				2006, 2007 SFHNEP (Activity 1) PIR for 4 th quarter. 2008 GHS CP (Activity 1) PIR for 2 nd quarter. (Measure is of pregnant women gaining more than 0.5 kg during
	Upper East Region	63 %				78 %	83 %				
	Upper West Region	93 %				90%	81 %				

	Northern Region	92 %		89 %	90 %		pregnancy)
	1.b Percentage of lactating women with body mass index <18.5	12 %		9 %	11 %		SPR 06, 07, 08
	Upper East Region	15 %		15 %	14 %		
	Upper West Region	9 %		6 %	9 %		
	Northern Region	14 %		13 %	4 %		
	1.c Percentage of children under five who are underweight	36 %		22 %	16 %		SPR 06, 07, 08
		Male	Female	Male	Female	Male	Female
	Upper East	18 %	21 %	3 %	2 %	14 %	14 %
	Upper West	11 %	13 %	3 %	2 %	8 %	9 %
	Northern Region	20 %	18 %	6 %	4 %	26 %	24 %
	1.d Pregnant and lactating women's awareness and application of good nutritional practices.	Pending Field Work		Pending	Pending		
3. Improved national capacity to implement and scale up supplementary feeding and on-	National, regional and district/community budgetary allocations to SFHNE and SBE programmes	Pending		Pending	Pending		

site school feeding programmes	against WFP contribution.				
	3.b Share of VAM-identified vulnerable communities with government supported SFHNE and SBE programs.	The 2004 VAM identified vulnerable districts as opposed to vulnerable communities. The districts subsequently selected communities.			2004 VAM report
			Districts	Number of communities	
		Highest vulnerability to food insecurity	Jirapa	9	
			Lawra	8	
			Nadowli	6	
			Sissala	16	
Highest vulnerability to maternal malnutrition	Wa	19			
	Bongo	5			
	Bolgatanga	9			
	Bawku East	8			
CP Outputs 1.1. Participation of target population in food-supported nutrition intervention	1.1.a Number pregnant and lactating women receiving dry rations. (Target = 10, 000)	15,070	10,086	13,384	SPR 06, 07, 08
	1.1.b Number of children receiving wet rations. (6-23 months = 14, 000) (2-5 yrs = 36, 000)	28,568	50,162	50,152	SPR 06, 07, 08
	1.1.c Micronutrient-fortified food distributed (mt).	1,823	1,024	1,481	SPR 06, 07, 08

	1.d Number of health centres in programme	221		221		206					SPR 06, 07, 08
	1.1.e Number of women enrolled in health centres.	15,070		10,086		38,471					SPR 06, 07, 08
	1.1.f Number of children enrolled in health centres and pre-schools.	44,750		50,162		50,152					SPR 06, 07, 08
	1.1.g. Number of health and nutrition education sessions offered per health centre per month.	212		169		206					SPR 06, 07, 08
	1.1.h Number of women participating in health and nutrition education sessions.	UER 7,033	UWR 4,767	NR 6,227	UER 5,872	UWR 3,986	NR 7,650	UER 7,845	UWR 3,353	NR 5,164	
	1.1.i Number of pre-schools transformed into kindergartens under GES per year.	84			73			-			Number of health and nutrition education centres transformed into pre-schools. SPR 06, 07, 08
	1.1.j Number of children enrolled in day care	44,750		50,162		50,152					SPR 06, 07, 08

	centres and pre-schools.				
1.2. Staff and community capacity built and strengthened	1.2.a. Number of GHS staff trained in growth monitoring and HIV/AIDS prevention.	49	-	-	Trainer of trainer's workshop on growth promotion report 2006. (Training was in growth monitoring & promotion only)
	1.2.b Number of community members and centre attendants trained and qualified in growth monitoring, record keeping etc.	378	-	-	Collaborative training of health workers, centre attendants and volunteers by UNICEF and WFP on growth monitoring and promotion.
3.1. Beneficiaries participating through district assembly members in planning, implementing, monitoring and evaluating programme activities.	3.1.d Number of feeding days covered by government/ community contributions for supplementary feeding.	0	0	0	

Annex 10 Comparison of Ghana's nutrition indicators 1998-2009

Comparison of nutritional indicators, Ghana 1998-2009

	Children 6-59 months (%)				
	GDHS 1998	GDHS 2003	MICS 2006	GDHS 2008*	CFSVA 2009
Underweight	24.9	22.1	17.8	17.4	11.6
Wasting	9.5	7.1	5.4	7.9	7.1
Stunting	25.9	29.9	22.4	23.3	22.1

**using NCHS data from annex C7 for appropriate comparison with previous years*

Comparison of nutritional indicators, 3 Northern regions, District MICS 2007

	Children 6-59 months (%)		
	Upper East	Upper West	Northern Region
Underweight	24.6	18.6	29.3
Wasting	8.1	6.0	8.8
Stunting	23.4	18.9	31.1

Annex 11 Site selection and findings from the field

Northern Region (Savelugu District) - Highlighted areas indicate the communities visited over the field visit; italics means what was known before the visit and bold describes what was found.

Type 1: phased out communities				
	School feeding	THR	Activity 1 SFHNE	Women/farmers groups
1. Gbungbung	Just started GSFP Was CRS supported until School Feeding	Yes: Primary phased out in last 2 years (no JSS) Active JHS	Phased out '06 Still receiving nutrition centre supplements	Milling started 06 and continued Model village
2. Janjari koku	CRS phased out 2008 now WFP started in 2009 Jan.	Yes Active JHS	Supposed to be Phased out in 06 Active	New salt & milling prog. since a few months Yes but do not support the nutrition centre
Type 2b: Active SF and nutrition & THR				
Janjari koku	CRS now WFP	Yes Active JHS	Active Active	New salt & milling prog. since a few months Yes but do not support the nutrition centre
Type 3: active GSF with WFP				
Kpalung	GSFP with WFP support since 07 GSFP/WFP	Active since 06 JSS is receiving support;	Active since 2006 Active	Yes
Ying	Newly selected GSFP	No	No	No
Upper East				
Type 1				
	School feeding	THR	Activity 1 SFHNE	Women's groups
Kwogwanya	No No	No No	Phased out 06 Active	Yes, strong since 06 (no CIDA grant) Yes but does not support the nutrition centre
Nyagania	GSFP since 07 Yes	Phased out 07 Active JSS Primary phased & Active JHS	Phased out 06 Active	No Yes but do not support nutrition centre
Type 2b				
Doba	No GSFP 2009	Active JSS Active JHS	Active since 04 Active	No? NO
Nakola	CRS now WFP	No	Active since 04	maybe
Type 3				
Nayagenia	GSF since 07 (one of first government 79) GSFP	Primary phased out; JSS active Primary phased & JHS active	Phased out 06 Phased out	No No
Manyoro	GSF since 07	No	No	No

Upper West				
Type 1				
	School feeding	THR	Activity 1 SFHNE	Women/farmers groups
<i>Vamboi</i>	No No	No No	<i>Phased out 06</i> Phased out	<i>Farmer group (IGA for nutrition centres)</i> One farmers group but does not support the nutrition centre
<i>Bichemboi</i>	No No	<i>Primary phased out; JSS ongoing</i> JHS ongoing	<i>Phased out 06</i> Active	No No
<i>Pieng</i>	<i>GSF since 2009</i> GSP since 2009	No No	<i>Phased out 06</i>	No No
<i>Banu</i>	No	No	<i>Phased out 06?</i>	Yes
Type 2b				
<i>Sakelo</i>	<i>GSF since few months, previously CRS</i> Only WFP school feeding	No No	<i>Active since 06</i> Active	No? No
<i>Bichemboi</i>	No No	<i>Primary phased out; JSS ongoing</i> JHS ongoing	<i>Phased out 06</i> Active	No No
Type 3				
<i>Pieng</i>	<i>GSF since 09</i> GSFP/WFP	No No	<i>Started in 2003 and Phased out 06</i>	No NO
<i>Basisan</i>	<i>GSF (2 day/3 day WFP)</i> GSFP/WFP feeding	No No	<i>Phased out 06</i> Active	No NO

Note: italics described the situation based on the documentation before going to the field; bolded means the situation the research team actually met on the ground.

Notes:

All CRS schools taken over by WFP have been with WFP for just since Jan 2009

Type 4 is the control community where no intervention by WFP has occurred. Go to the nearest community that fits the description/neighbouring community. If nearby a WFP intervention community, ask whether they go to the school with school feeding.

Annex 12 Coverage of key public health intervention

Indicator	2006 n (%)	2007 n (%)	2008 n (%)	2009 n (%)
Use of ITN	741 (67.4%)	818 (88.9%)	637 (88.7%)	759 (83.5%)
Proportion of children given vitamin A supplements	599 (64.8%)	786 (85.6%)	624 (87.3%)	681 (76.3%)
Coverage of post-partum vitamin A supplementation	32 (70.2%)	22 (95.6%)	15 (100%)	31 (18.7%)
BCG immunization	725 (53.4%)	860 (93.8%)	666 (92.1%)	850 (93.6%)
Measles immunization	899 (43.1%)	736 (80.2%)	556 (80.7%)	643 (72.4%)
Proportion of children de-wormed	538 (21.2%)	445 (48.6%)	301 (48.2%)	238 (27.9%)

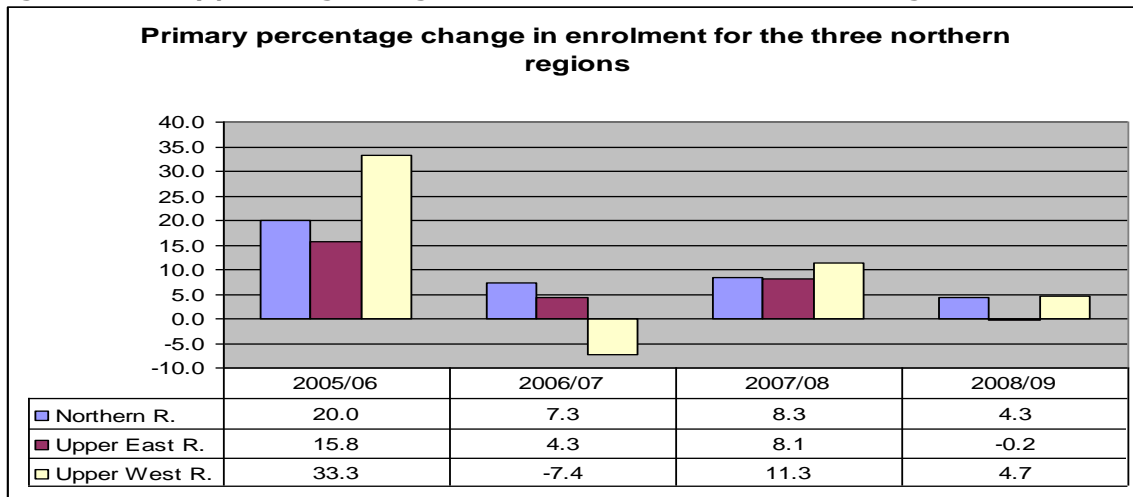
Source: *Supplementary Feeding, Health & Nutrition Education Programme Report on Follow Up Baseline Survey – 2009, WFP/GHS, Nov 2009*

Annex 13 Key regional education data

Regional Percentage Change in Enrolment

There were positive changes in enrolment in 2005/06 for all the three northern regions at the primary level and subsequently minimal growth in enrolment over 2006/07 to 2008/09. The escalation in growth of enrolment in 2005/06 could be attributed to some major educational policy programmes such as the capitation grant and to a lesser degree the introduction of school feeding programme¹³³. Northern region maintained a positive growth throughout the four years, this may be because Northern region had a larger group of out of school children.

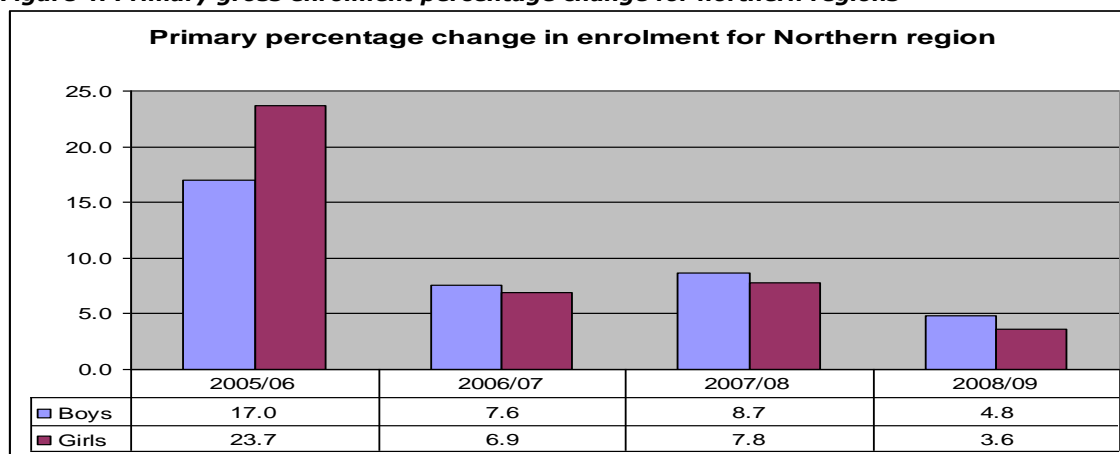
Figure 3: Primary percentage change in enrolment for the three northern regions



In 2005/06 there was a comparatively high enrolment growth of girls vs. boys and in later years the growth in girls' enrolment has trailed slightly behind that of boys across the three northern regions but particularly in the northern region (see figure 3 below) . Figure 3 shows the percentage change in enrolment in the Northern region.

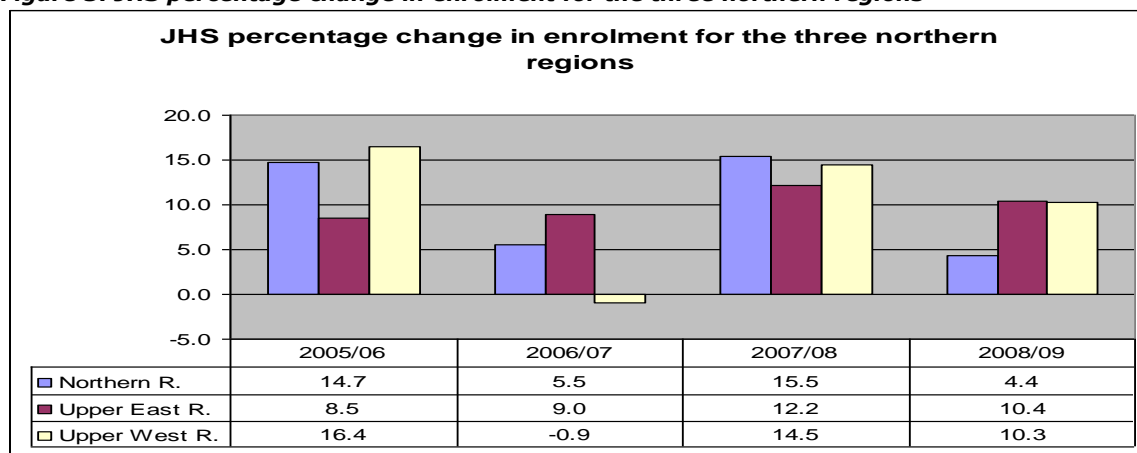
¹³³The Capitation Grant program was a program which removes some fee barriers to children accessing education at the primary level by providing a small grant to schools based on their pupil intake (equivalent to 3.5 Ghana cedis per child or approx. US\$2.5 per child per school).

Figure 4: Primary gross enrolment percentage change for northern regions



In Upper West region, similar to other regions of Ghana, the change in enrolment was highest in 2005/06 with girls' experiencing a higher enrolment growth rate than boys. Subsequently the change in enrolment was negative for both boys and girls in 2006/07 and improved slightly in 2007/08 and 2008/09 but at a lower rate. Given that Upper West region had fewer numbers of children out of school at primary level; it is not surprising that enrolment growth did not change much over the last three years. . The Upper East recorded impressive enrolment growth over the four year under review (see figure 4 below).

Figure 5: JHS percentage change in enrolment for the three northern regions

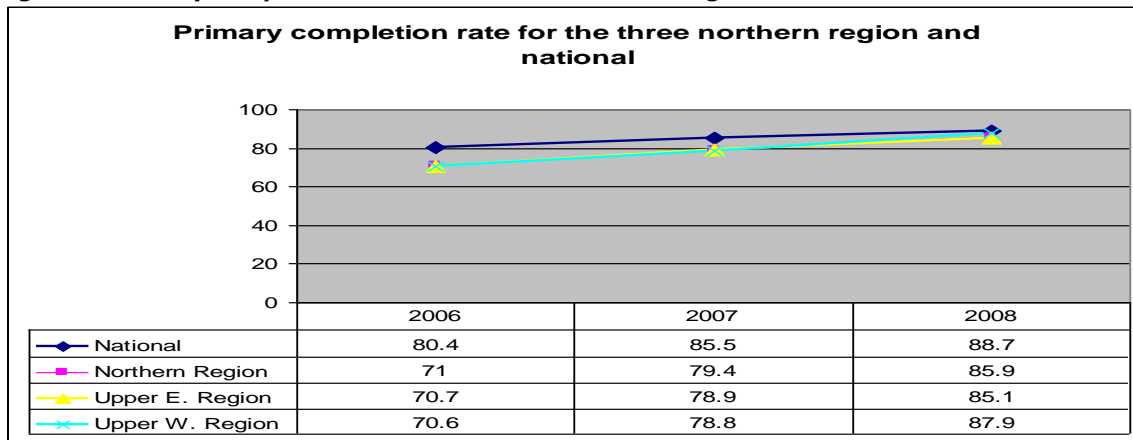


From a gender perspective, the change in enrolment on average for girls at JHS level has been above boys, which is an excellent indication that WFP interventions and other donor supported interventions were making some contribution to improving girls' educational attainment. In 2005/06 there was a disproportionate increase in enrolment for girls; the specific policy that might have propelled this change had a pro girl's effect and need further investigation. In 2007/08 there was also another high growth in enrolment for both boys and girls. As indicated early, the higher percentages may also be a result of the introduction of the capitation grant. This was also the same year that several of the WFP girls in the CP cohort were transitioning from primary to JSS.

Gender Specific Completion rate

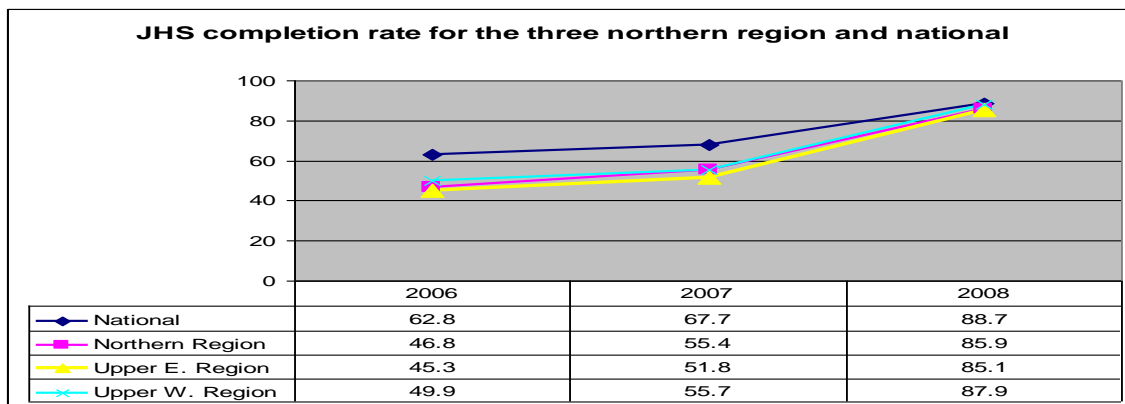
The completion rates at primary level across the three northern regions are all below the national average but improved between 2006 to 2009. There have been significant increases in the completion rate over the last three year period across the three northern regions with convergence in relation to national completion rates in 2008. (See figure 6 below).

Figure 6: Primary completion rate for the three northern regions and national



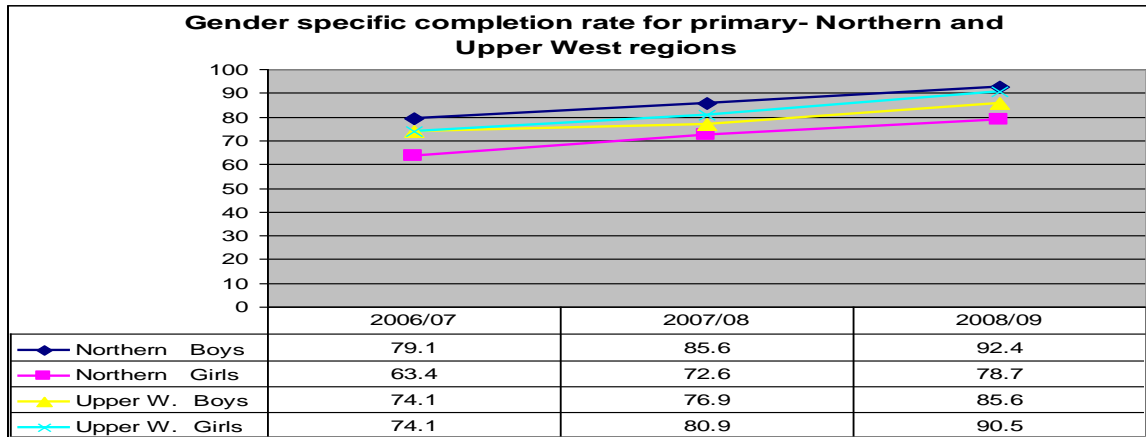
At JHS level, completion rates sharply increased between 2007 and 2008 for the three northern regions and nation as a whole. Overall there have been tremendous improvements in the JHS completion rate in the three northern regions; with each region beginning with completion rates below 50 per cent in 2006 and attaining completion rates above 80 per cent in 2008. No doubt that the WFP Take home ration programme did and will continue to support these positive improvements in completion rates among girls at JSS since the vast majority of the 40,000 girls have stayed in the JSS system and very few have dropped out since the beginning of the programme in 2006.

Figure 7: JHS completion rate for the three northern regions and national



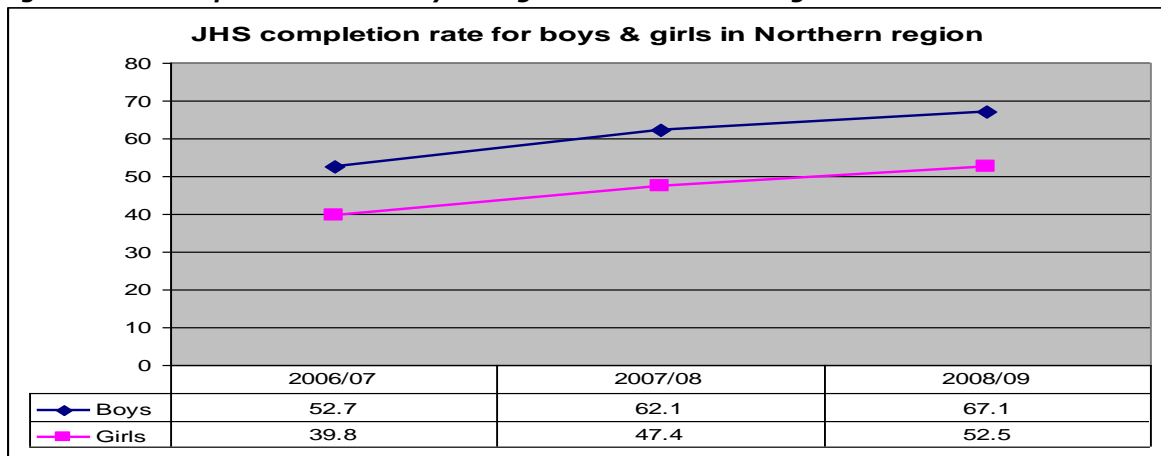
The completion rates across the three northern regions is below the national completion rate although there have been some slight improvements over the period with the gap in completion being narrowed. The Northern region have comparatively lower numbers of girls completing primary school compared to boys compared to the other three northern regions (see figure 8).

Figure 8: Gender specific Primary completion rate for the three northern regions and national



There are several variances at the JHS level among the regions; in Northern region, there has been an increase in the completion rate from 39 per cent to 52.5 per cent for girls but the gap between boys and girls persisted over the last three years.

Figure 9: JHS completion rate for boys and girls in the northern region



Gender Parity Index.

Figure 14a

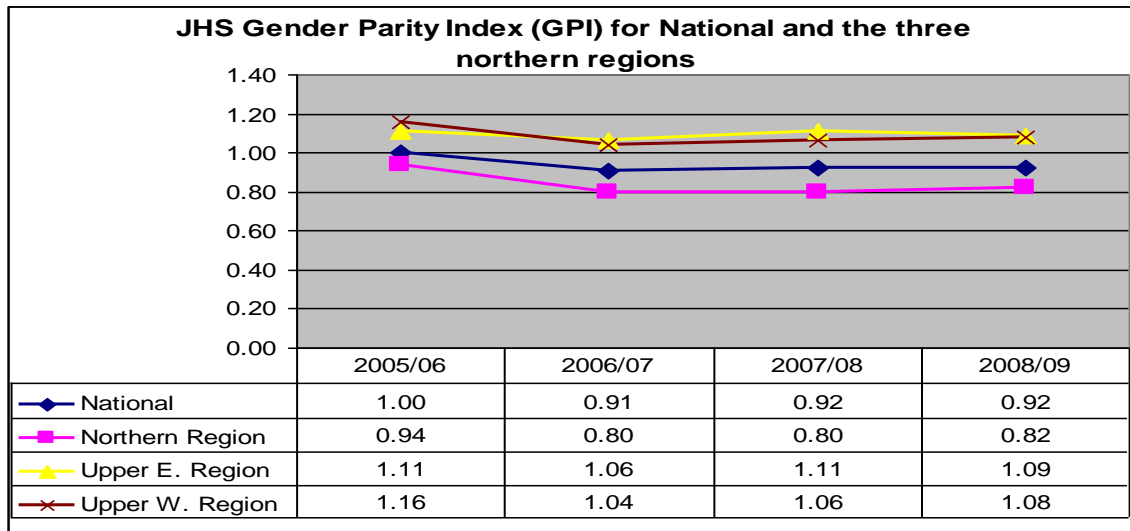


Figure 14b

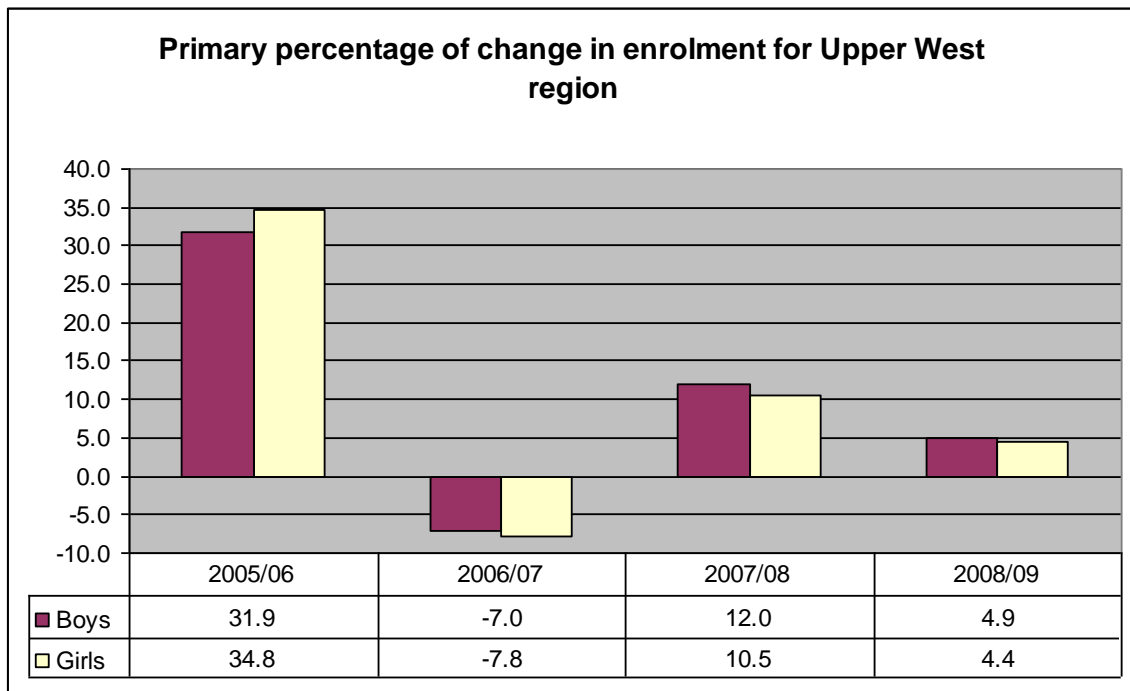


Figure 14c

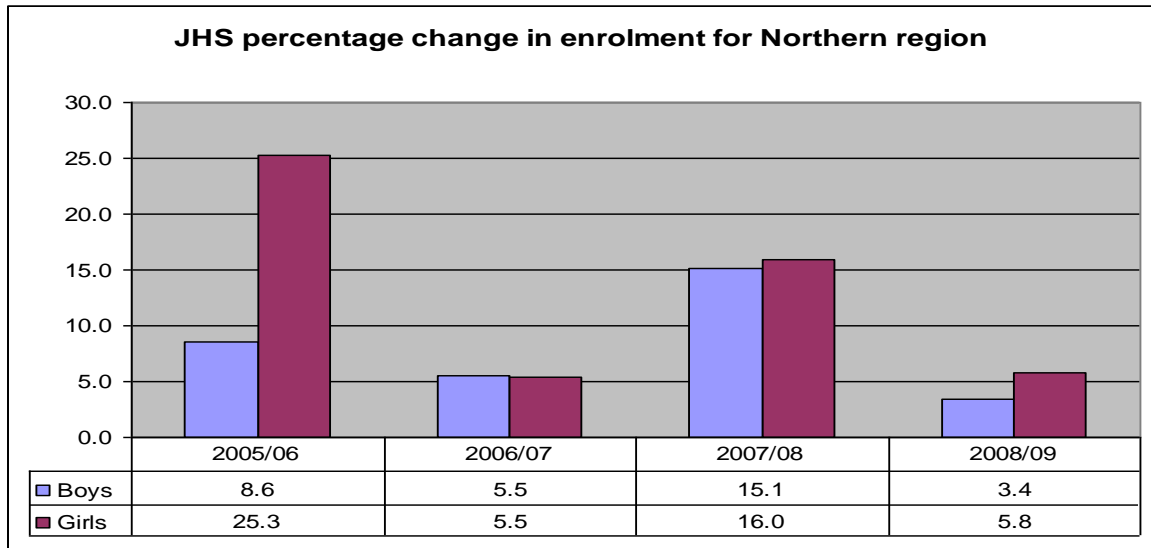


Figure 14d

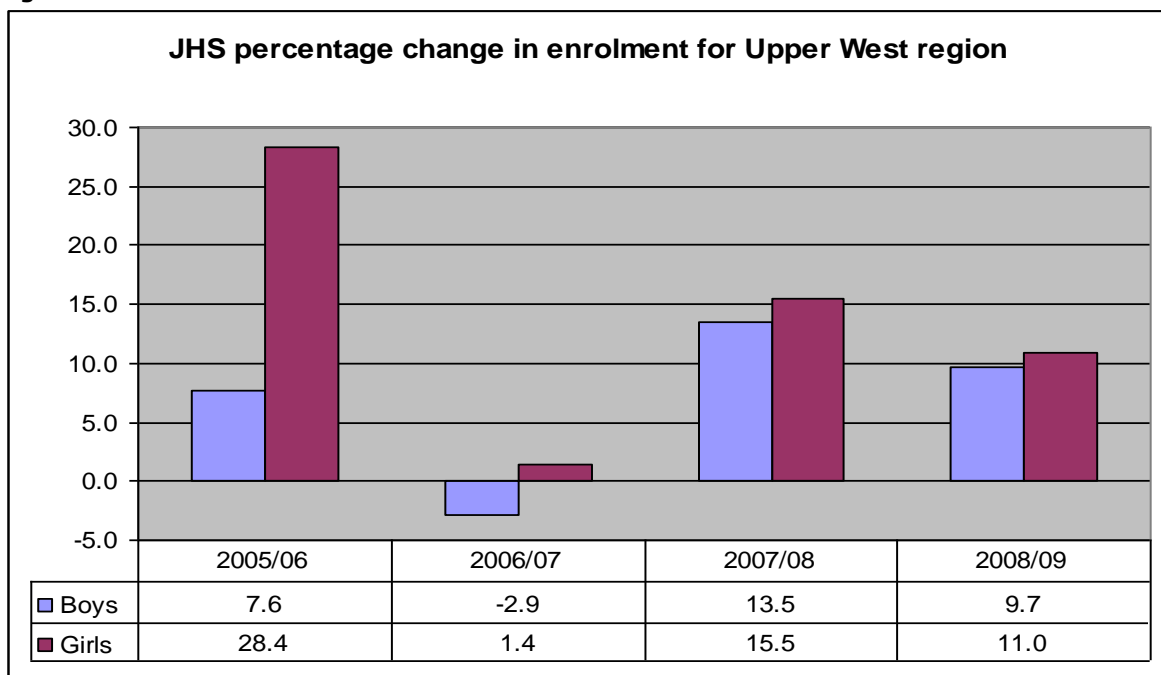
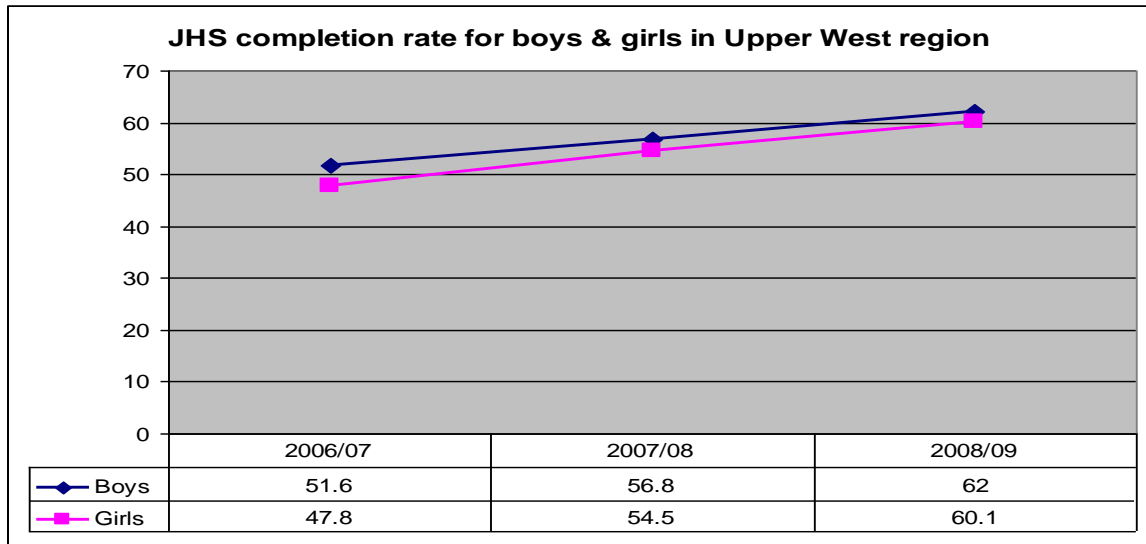


Figure14e



Annex 14 Profile of communities visited

Northern Region

a. Gbungbung

Gbungbung is located in Savelugu district of the Northern region and is predominantly Muslim. The community obtains its water from boreholes; however some of the boreholes often dry up in dry season particularly in March. The dam is used as an alternative source of water in such instances. Gbungbung is a subsistence farming community but most families are unable to feed themselves during the lean season which lasts approximately six months, between the months of March and August. WFP activities in Gbungbung comprise of take home ration (2000), nutrition centre (2005) and school feeding (2009). The district assembly, women's groups and community members have demonstrated a considerable level of commitment towards WFP activities and a desire to improve their lives. Their contributions come in the form of financial, material and physical labour support.

There are also several other NGOs in Gbungbung with varying roles and contributions. These NGOs include World vision, New Energy, Opportunities International, UNICEF and RAINS. Prior to WFP interventions, the desire for education was considerably low particularly amongst the females. An appreciable number of girls were married off at early ages while others migrated to the south to engage in Kayayo. According to community members, this is no longer the case in the community. Fertility rates were also high but have been on the decline owing to the health education talks on family planning they have been receiving. Another contributing factor to the low fertility rates is the fact that girls are no longer married off at early ages and men are marrying fewer women because the girls have to go to school.

b. Janjori koku

Janjori koku like Gbungbung is also a subsistence farming community located in Savelugu district of the Northern region. The lean season lasts approximately six months, between the months of March and August and communities cope by reducing the number of meals eaten in a day from three to two (breakfast and dinner).

WFP is assisting Janjori koku by providing THR (for school girls, pregnant and lactating mothers, and children between 24 and 59 months), nutrition centre, and empowering women's groups to contribute towards WFP activities. Although there are contributions being made by community members and district assembly towards WFP activities, the women's groups are yet to make a contribution. There seem to be considerable dependence on external aid in the community. WFP interventions is said to have increased enrolment in schools, created the awareness for the importance of education particularly that of the female child, and educated mothers on health issues.

There is a CHPS centre in Janjori koku that serves 10 other communities and has been in operation for the past 20 years. Activities at the CHPS centre include delivery, OPD, family planning, child welfare, health education sessions, outreach clinics, weighing and distribution of plumpy nut to malnourished children. Major

health issues within the community are malaria and diarrhoea. There were previous collaborations between the nutrition centre and the CHPS centre attendants but this is no longer working due to changes in the CHPS centre staff amongst other issues. There is an onsite school feeding programme that has been recently initiated for the primary school. Children from the nutrition centres often benefit from the school feeding programme, as a result the nutrition centre is in a cost sharing arrangement (particularly for haulage) with the school feeding committee. NGOs and institutions with activities in Janjori koku include World vision, UNICEF and the Ghana Health Service (GHS).

c. Kpalung

Kpalung is another community within Savelugu district in the northern region. The community members are predominantly farmers and practice subsistence farming. At the primary, there are more girls than boys but at the JHS level there the boys are more than the girls. There are also significant declines in the total number of children as one progress up the education ladder. In spite of the number of girls in school, very few girls make it to Senior Secondary School (SHS) compared to the boys. The primary school was a beneficiary of Catholic Relief Services (CRS) school feeding, which phased out. WFP recently took up the school feeding programme in collaboration with the Government of Ghana and has only been active for a few months. The community is also has an active WFP nutrition centre.

There are some NGOs operating in Kpalung; this includes World vision that provided biscuits, calypso and uniforms; and UNICEF who gave sheep to children to support their schooling. Each child was supposed to rear the sheep and give the kid to another child (ruminant project).

Upper East

a. Doba

The community of Doba is a small community, south of Navrongo central in the Upper East region. Both the primary school and the JHS received external support; the Primary school benefits from Ghana school feeding programme and JHS receives the take home ration from WFP. According to interviews with pupils, teachers and community members, the THR serves as a safety net for the girls' in the household; the ration reduces household food security in the lean season. It became evident to the team that the THR encourages the girls' to enrol in school and attend the classes regularly. The girls are highly motivated and when interviewed wanted to become teachers, doctors, judges, bank manageress, etc.

Doba has an active nutrition centre that is supported by WFP and GHS. It has about 25 children between the ages of two and five years and the management committee monitors the centre regularly. Height measurement and weighing is done at the centre and health education is conducted in collaboration with the nurse from the CHPS centre.

b. Nyangania

The community use to have a health clinic, but due to heavy rains the structure collapsed and the nurse is forced to work from a small temporary structure. Some of the challenges confronting eth farmers in the community include climate extremes such droughts and floods as well as the availability of fertilizer and seeds. During the

dry/lean season, many of the community members travels to the urban centres (Tamale or Kumasi) to work while the grandparents take care of the children.

The school visited accommodates approximately 300 pupils including children from four neighbouring communities. The main challenges facing pupils include trekking long distance to school and doing farmer/household work (taking care of animals, fetching water from the household, working in farmers, etc). Due to these responsibilities and the long distances, the students arrive between 30 and 60 minutes late to school. The school does not have school feeding but the primary school used to have a take home ration, which was phased out in January 2008. For the school and the community this has negatively impacted on enrolment and attendance in the school. This due to high food insecurity, parents were motivated to take their girls to school to benefit from the THR but after THR phase out, some parents withdrew their girls from school to work on the farm. That notwithstanding quite a number of girls (and parents) are enlightened and committed to graduate from the school without THR. The classrooms are also not as crowded as they used to be and this, the teachers noted is easier to control and enhances learning. However, there is an active nutrition centre which is home to about 30 children and supported by an active management committee, responsible for supervision of the food rations and structure maintenance.

c. Kayoro

Kayoro was perceived by the evaluation team as an active and prosperous community. Supported by the nurse, the health status of the members is satisfactory and though the nutrition centre collapsed two years ago, the chief is building a new compound. The community has five active women groups, engaged in farming, shea butter oil extraction, trading and animal rearing. One of such groups was selected by WFP in March 2009 to receive 35 goats. This income generating activity was supposed to feed into the nutrition centre to sustain it after WFP phased out its supplementary feeding. However, since the nutrition building is collapse, the women group is waiting for the community to rebuild the centre; meanwhile they are using the profit for petty trading. Once the new compound is active, the women indicated they will contribute food and water to sustain the centre.

The community has two primary schools and one JHS, which had the THR until last year. They said during the intervention enrolment, especially for girls increased significantly. One of the primary schools had Ghana School Feeding Programme (GSFP) but is faced with some problems. The community used to have an active nutrition centre, which was put up by the community with the WFP and GHS support in 2004. The centre ran successfully for about two years, after which WFP phased out and the community sustained the initiative with small contributions like groundnuts, spices and firewood. Unfortunately, the structure collapsed in 2007 and since then community has not been able to rebuild the structure. Hence, the nutrition centre is no longer active. WFP used to distribute rations to the clinic under the EMOP programme, but this has been phased out as well. The nurse at the CHPS centre indicated that a result of UNICEF intervention (plump nuts), that malnutrition is low, children are immunized.

Upper West region

Bitchemboi

Bitchemboi is a farming community in the Sissala East district. The main crops cultivated include maize, beans, soya beans, rice, millet and yam. The community has a nutrition centre, primary and JHS. There is no school feeding at the primary school but the JHS girls benefit the Take Home Ration (THR). According to records at the school and interviews with teachers and pupils, the enrolment is high but the school has issues of low retention for boys. The boys' enrolment is usually high at lower primary but decreases as they move to higher grades; they are withdrawn to take care of cattle, bullocks and do farm work. Thus there are more girls than boys at the primary schools. The school performance is also very impressive; the school ranked 6th out of the 27 schools in the district in the last Basic Education Certificate Examination (BECE). There is strong community participation and support for the running of the school. The community has built six rooms to accommodate the teachers and is contributing food to support volunteer teachers in the school.

The community has an active nutrition centre sponsored by WFP. The children at the Nutrition Centre transit to class one in the primary school in the community. They also have a new CHIPS compound which is yet to be operational. They explained that over the years there has been improvement in their health because the Ghana Health Service Outreach teams have been immunizing their children and educating their women on health issues. They added that diseases like measles, polio, etc which used to kill their children are virtually nonexistent. Also, antenatal, postnatal and the feeding at the nutrition centre contribute immensely to making their children and women healthy.

b. Pieng

Pieng is a farming community. They grow maize, bean, cassava, yam, and rear sheep, goats, cattle and birds. Pieng is located along the road and is nearer to the district capital, Tumu. It is more of a peri-urban than a rural community. The primary school which is a CRS phased-out school and is currently a beneficiary of the Ghana School feeding Programme (GSF)/WFP schooling feeding. The GSFP feeds children at the school three days while WFP feeds two days. There is pipeline break school feeding due to the non availability of WFP food since July, 2009 and the community is contributing food to supplement the GSFP. Enrolment is high and the gender parity gap between boys and girls is low, however, the school performance is poor. In the last BECE, only 6 out of 16 pupils got placement at SHS. There is a nutrition centre which has been turned into a pre-school. The pre-school has a nice building which according to community members was provided by the Action Aid.

c. Sakalo

Sakalo is a farming community; they cultivate maize, beans, sorghum, yam and millet. They produce a lot of food but suffer food insecurity in the lean season, where households cannot afford three meals a day. The community has benefited from support from the Ministry of Food and Agriculture in cotton farming; Wenco for Block Farming; and Action Aid provided grinding mill for the women. According to community members, there is no potable water and people and animals compete for the same source of water. They lack dams for dry season farming and for the animals.

The community has a primary and JHS as well as a nutrition centre which doubles as a kindergarten. The primary school has WFP feeding; it's one of the CRS phased-out schools. However, since the third term of last academic year, they have not received food from WFP but they have been feeding the children from community contributions. After CRS phased out, they developed a plan to sustain the feeding programme. The plan included a school farm and food contributions from the community during harvesting season. They have implemented the plan according to the school authorities and the School Management Committee (SMC). Enrolment, retention and completion are good but they have some problems with boys' attendance. The boys are often tasked to take care of bullocks. This was apparent in observations at the school where bullocks are tied to the trees around the school compound; the teacher explained that the boys who choose to go to school must find a way of combining the two tasks of schooling and taking care of the animals. Despite this, there are few children out of school according to the head teacher.

With regards to health, they have an active nutrition centre where children are fed and mothers receive health education. It also serves as centre for antenatal and postnatal health care. There is a CHIPS compound in the next village, Sakai, where the women go for primary health care.

d.Vamboi

Vamboi is also a farming community far from the district capital Tumu. It has a primary and JHS. The schools have neither school feeding nor THR. However, there was a WFP nutrition centre but it was phased out in late 2005. The centre was not functioning at the time of our visit but the team was told that the nutrition centre attendant passed away and they have just appointed another person to take over. According to community members, they have set up a committee to collect food from community members to continue feeding the children at the nutrition centres. The community also has a farmer's group known as "*Nimagdomge*" (Unity fosters progress). The aim of the group is to work together to bring progress to each other and the community as a whole.

e. Basisan

Basisan is a farming community located along the Tumu-Navrongo road, near to the Kasena Nakana District in the Upper East but far from the district capital Tumu. The community has a Primary and JHS. The primary has Ghana school feeding programme/WFP school feeding. There is evidence of community involvement since they have built four-room accommodation for the teachers. The community with the head teacher were said to have been managing the feeding programme before a matron was posted to school this term. The community also hinted they contribute food to supplement the GSFP whenever there is pipeline breakage in food supply. We observed that the school was feeding both primary and JHS. The school has poor and inadequate infrastructure. The JHS one is using one of the classrooms of the nutrition centres. In the observation and interviews, it was realized that there is a high incidence of teacher indiscipline in the school such as teacher absenteeism and lateness. At the time of our visit (around 9:45 am), out of ten teachers in the school, there was only one teacher in the school and he was resting at the teacher quarter. The food was also served without regarding the school time table for breaks; as early as about 9:45 am, some children were already served. Despite this, enrolment for both boys and girls was good. The school feeding attracts not only indigenous people but also nomadic Fulani children who conventionally are not encouraged to go to

school. Observations at the Nutrition Centre, suggest that the children were fed with only CSB. Some of the CSB was spoilt and contained weevils. The nutrition centre cooks had to sieve the CSB before using it.

Annex 15 Scale of WFP interventions across districts in three northern regions

DISTRICT	No. of THR Schools-2005/06		GES/WFP Schools	GSFP	Suppl. Feeding & Nutrition Education	TOTAL (District)		Percentage of WFP Coverage for THR and school feeding (GES/WFP)			
	JHS	Prim	Number	Number	Community	Prim	JHS	THR		GES/WFP	
								Prim (%)	JHS (%)	Prim (%)	JHS (%)
Northern region											
East Mamprusi	13	24		6	13	67	25	35.8	52.0	0.0	-
Bunkpurug u Yunyoo	12	20	10	3	9	49	24	40.8	50.0	20.4	-
Gushegu	3	24	6	2		63	10	38.1	30.0	9.5	-
Karaga	2	17	11	4		67	8	25.4	25.0	16.4	-
Tolon Kumbungu	15	31	5	2	5	135	25	23.0	60.0	3.7	-
Yendi	9	38	10	2		154	63	24.7	14.3	6.5	-
Tamale	10	22	11	6	13	253	87	8.7	11.5	4.3	-
East Gonja	20	33	8	6		159	48	20.8	41.7	5.0	-
Nanumba North	11	23	4	3	6	90	17	25.6	64.7	4.4	-
Nanumba South	4	21	5	2	8	80	17	26.3	23.5	6.3	-
Savelugu Nanton	14	35	10	2	15	86	23	40.7	60.9	11.6	-
Zabzugu Tatale	12	26	11	2	13	92	19	28.3	63.2	12.0	-
Saboba-Chereponi	14	38	7	8	8	110	24	34.5	58.3	6.4	-
Kpandai											
West Mamprusi			7	3		113	46	0.0	0.0	6.2	-
Bole			10	2		123	97	0.0	0.0	8.1	-
Sawla Tuna Kalba			5	2		83	18	0.0	0.0	6.0	-
Central Gonja			2	3		85	16	0.0	0.0	2.4	-
West Gonja			9	3	9	75	20	0.0	0.0	12.0	-
Upper East region											
Bawku East	6	24	2	3	11	100	46	24.0	13.0	2.0	-
Bawku West	9	3	5	2	9	49	24	6.1	37.5	10.2	-
Bolgatanga	11	15	4	2	12	68	44	22.1	25.0	5.9	-
Bongo	16	5	3	2	10	62	31	8.1	51.6	4.8	-
Builsa	23	24	4	3	6	66	25	36.4	92.0	6.1	-
Garu Tempani	3	27	7	2	9	79	24	34.2	12.5	8.9	-

Talensi Nabdam	21	7	3	2	18	62	32	11.3	65.6	4.8	-
Kassena Nankana	13	11	6	4	20	101	51	10.9	25.5	5.9	-
Upper West region											
Nadowli	16	21	5	2	9	78	40	26.9	40.0	6.4	-
Sissala West	11	6	4	3	5	41	24	14.6	45.8	9.8	-
Sissala East	9	6	3	3	15	45	35	13.3	25.7	6.7	-
Lawra	14	9	5	2	11	58	45	15.5	31.1	8.6	-
Wa West			5	2	5	67	41	0.0	0.0	7.5	-
Wa Municipal			4	2	9	63	26	0.0	0.0	6.3	-
Jirapa Lambussie			4	7	13	92	47	0.0	0.0	4.3	-
Wa East			5	2	9	58	42	0.0	0.0	8.6	-
TOTAL	291	510	200	104		2973	1164	17.2	25.0	6.7%	-

Kpandai is a newly created district carved from East Gonja so its 3 schools have been added to those of the mother district to compute the per cent for WFP; Newly created districts Kassena Nankana is divided into two along with a few others which have been divided making a total of 36 total number of districts.

Annex 16 Main WFP CP partners and collaborators

Government	<p>National:</p> <ul style="list-style-type: none"> Min of Fin.& Economic Planning – national coordination; chair UNDAF steering committee (2x p.a.) Line ministries for programme management: Ghana School Feeding Programme and Ghana Health Service <p>Regional governments</p> <p>District government: technical steering committees (Tasks): reps from Min of LG&RD (chair), Ministry of Health /Ghana Health Service, MOEYS/GES, Ministry of Food & Agriculture, MOFEP, MOWC; District assemblies; District coordinating directors</p>
NGO's	Technoserve: mobilizing small farmer supply of ingredients for fortified blended food; Opportunities Industrialization Centres Int.: women skills training & post-harvest loss; Others (Amasachina and ISODEC): tech support & training Component 1 (to be planned from NGO 'maps')
Bilateral	CIDA
Multilateral	<p>UNDAF Steering Committee (2x p.a.) - UNICEF, UNESCO, WHO, UNFPA – responsible for oversight of CP & synergies with other national development programmes.</p> <p>UNICEF: Component 1 (extend existing collaboration) & 2 (new)</p> <p>FAO: women's livelihood groups; school gardens</p>
CBO	PTA's and School Management Committees (Component 2)
<u>Main Donors</u> ¹³⁴	Multilateral (32.4% of total appeal)
	Canada (28.4%)
	Private donors (6.7%); Operation is fully funded;
<u>Other ongoing WFP Operations</u> ¹³⁵	EMOP 10710.0 Emergency Food Assistance to Flood-Affected Populations in Northern Ghana 2007 thru Aug.2009
	EMOP 10465.0 Assistance to IDP's in Togo and refugees in Benin & Ghana: <i>Finished 12.06 - no longer active in Ghana</i>
	<p>PRRO 10673.0 Assistance to Most Vulnerable Refugee Caseloads in Ghana in support of Repatriation, Resettlement and Self-Reliance</p> <p>Ph1 – Aug 07 to end Jan 09 and Ph2 – extended to 30/06/09</p>
	<i>Proposed PRRO Assistance to Food-Insecure Households in Ghana vulnerable to droughts/floods and High Food Prices: consolidates previous Phases 1 & 2 and caseload from EMOP 10710.0. For approval July 2009.</i>

¹³⁴Resource Update 14/6/09

¹³⁵WFPGo 24/07/09 <http://go.wfp.org/web/wfpgo/projects>

Annex 17 WFP Ghana food basket for CP (2006-2009) and new basket (2010)

Food Basket (mt) ¹³⁶		New Food Basket 2010 (mt) ¹³⁷	
Rice:	2,190	Rice:	2,190
Maize:	9,360	Maize:	9,360
CSB:	14,587	CSB:	
Maize meal:	2,270	Maize meal:	2,270
Vegetable oil:	4,005	Vegetable oil:	4,005
Salt:	1,637	Salt:	1,637
Sugar:	1,121	Sugar:	1,121
		Beans	
Total:	35,169	Total:	35,169

¹³⁶Food basket was changed reducing the amount of CSB and increasing the rice and bean commodities in October, 2009; Source: WFP Operational Brief on CP 10418.0

¹³⁷Food basket was changed reducing the amount of CSB and increasing the rice and bean commodities in October, 2009; Source: WFP Operational Brief on CP 10418.0

Annex 18 Planned, actual and funding levels of CP (2006-2010)

Year	Planned (US\$)	Actual (US\$)	Funding Status (US\$)
2006	3,570,968.81	1,839,655.62	Still waiting for information
2007	3,294,836.35	2,275,012.79	Still waiting for information
2008	5,839,643.69	3,172,540.73	Still waiting for information
2009	6,429,200.30	5,009,878.71	Still waiting for information
2010	4,730,431.19	N/A	

Annex 19 Food delivery and pipeline breakages across activity 1 and 2

	Last delivery to the communities visited	Reasons for breakage and other issues related to quality	Impact on women and children
Activity 1			
Onsite school feeding	Some CSB, oil and sugar arrived last quarter has been received over the last few months ¹³⁸ (Oct/Nov)	Some food was delivered too close to the expiry date from the regional warehouse	
THR for children (6-245)	April -July, 2009 (have not had food for six months) (DNO's missed the last few quarters)	Waiting for all the commodities to arrive at the regional warehouse for the health/activity 1	(no take-home ration for the monthly weigh in this was the during the height of the lean season when there is high food insecurity in the
THR for mothers	April, 2009	Waiting for all the commodities to arrive at the regional warehouse for the health/activity 1;	(no take-home ration for the monthly weigh in this was the during the height of the lean season when pregnant and lactating
Activity 2			
THR for Girls	January to March, 2009 (no THR for the last term of April to July 2008/09 academic year)	Still no payment by central Government/Ministry of Education to haul the food from the region out to the districts (food has been	
School feeding for WFP	Last given in June 2009 (no school feeding foods provided by WFP since June therefore first term of the school year no WFP school feeding)	Oil arrived Nov 3 (regional warehouse) Micronutrients (Dec 3 rd)	

Based on interviews with community members/some validation at the regional and district

¹³⁸The rice has only arrived in the last few weeks which meant communities having to haul the food twice once for CSB and other for rice.

Acronyms

BMI	Body Mass Index
CAADP	Comprehensive Africa Agriculture Development Programme
CBO	Community-Based organization
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CHN	Community Health Nurse
CHNC	Community Health and Nutrition Centre
CHPS	Community-based Health Planning & Services
CMAM	Community Management of Acute Malnutrition
CP	Country Programme
CPAP	Country Programme Action Plan
CRS	Catholic Relief Services
CSB	Corn-Soya Blend
DA	District Assembly
DC/PS	Day Care/ Pre-School
DHS	Demographic and Health Survey
DNO	District Nutrition Officer
EMOP	Emergency Operation
FAO	Food and Agriculture Organization of the United Nations
FASDEP	Food and Agriculture Sector Development Policy
GDHS	Ghana Demographic and Health Survey
GDP	Gross Domestic Product
GES	Ghana Education Service
GHS	Ghana Health Service
GPI	Gender Parity Index
GPRS	Growth and Poverty Reduction Strategy
GSFP	Ghana School Feeding Programme
IGA	Income-Generating Activity
ITN	Insecticide Treated Net
JHS	Junior High School
MDG	Millennium Development Goal
MICS	Multiple Indicator Cluster Survey
NGO	Non-Governmental Organization
OEDE	Office of the Evaluation (OE as from January 2010)
OIC	Opportunities International
PRRO	Protracted Relief and Recovery Operation
PTA	Parent-Teacher Association
RBM	Results-Based Management
SBE	Support for Basic Education
SFHNE	Supplementary Feeding, Health and Nutrition Education
SHS	Senior Secondary School
SMC	School Management Committee

SPR	Standard Project Report
THR	Take Home Ration
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability Analysis and Mapping
WFP	World Food Programme
WHO	World Health Organization



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