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**Executive Board  
Second Regular Session**

**Rome, 16 - 18 May 2001**

# **COUNTRY STRATEGY OUTLINES**

**Agenda item 4**

***For consideration***



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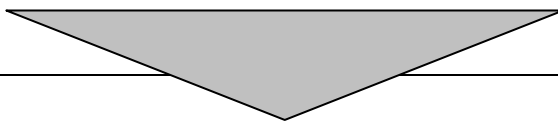
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## **COUNTRY STRATEGY OUTLINE— GHANA**

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# Note to the Executive Board



**This document is submitted for consideration to the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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# Executive Summary

Ghana is a low-income, food-deficit country (LIFDC), where agriculture is the main occupation for more than 50 percent of the population. Although the agriculture sector contributed only 10.4 percent of the 1999 national gross domestic product (GDP), it furnished 54 percent of rural household income. The country's per capita gross national product (GNP) is US\$390, and the 2000 UNDP Human Development Report ranked Ghana 129<sup>th</sup> out of the 174 countries assessed. It has a population of 18.4 million, which is growing at an annual rate of 2.5 percent (Census, October 2000).

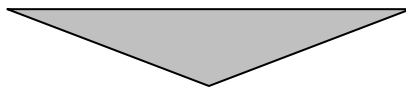
A comparison of the Ghana Living Standards Surveys GLSS 3 (1991/92) and GLSS 4 (1998/99) indicates general progress in the reduction of poverty, from 51 percent to 43 percent. Despite this improvement, there are sizeable geographic pockets, particularly in the three northern regions, where the situation has deteriorated. Key poverty indicators related to food security, health and education show that people living in these northern regions are among the most deprived in Ghana. This was also confirmed by a vulnerability analysis and mapping (VAM) exercise undertaken by WFP in November 2000. The extreme poor account for 26.8 percent of Ghanaians. They have incomes of less than the cost of the minimum food basket. The majority of them live in the northern regions, where people endure severe seasonal food shortfalls and intra-household resource distribution frequently disfavours women and children.

Under the next Country Programme (CP) (2001–2005), WFP will continue to contribute to the reduction of poverty and food insecurity in the poorest, most vulnerable areas of the three northern regions and will focus on the needs of the extreme poor, particularly women and children. While WFP's future assistance to Ghana will not differ substantially from that of the current Country Programme, it will, however, change in focus in terms of improving the community and household targeting, increasing beneficiary participation and ensuring a more integrated package of interventions, which will enhance the opportunities of the targeted households to invest in human and physical assets and diversify their incomes. Hence, in accordance with WFP's Enabling Development policy (decision 1999/EB.A/2), WFP resources will be used in support of the following strategic objectives: enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related needs; enable poor households to invest in human capital through education and training; make it possible for poor families to gain and preserve assets; and enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods

This Country Strategy Outline (CSO) is based on the second-generation Common Country Assessment (CCA) and United Nations Development Assistance Framework (UNDAF) prepared for Ghana. To harmonize it with the programming cycle (2001-2005) of the Government and sister United Nations agencies, WFP is reducing the current CP by two years. Consultations are under way for closer partnering within the United Nations system and with other donors, and such partnerships will be further explored and developed in the process of preparing the next CP.



## Draft Decision



The Board endorses the Country Strategy Outline for Ghana (WFP/EB.2/2001/4/4) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



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## FOOD SECURITY AND THE HUNGRY POOR

### Food Security at the National Level

1. Ghana is a low-income, food-deficit country with an estimated population of 18.4 million, growing at an annual rate of 2.5 percent (Census, October 2000). The 2000 UNDP's Human Development Report ranked Ghana 129<sup>th</sup> out of the 174 countries assessed. The per capita GNP is equivalent to US\$390, which is below the average for sub-Saharan Africa and below the US\$530 per person average GNP for all low-income countries.<sup>1</sup> Agriculture is the main occupation for more than 50 percent of the active population, and although the sector contributed only 10.4 percent to the 1999 national GDP, it furnished 54 percent of rural household income.<sup>2</sup>
2. Despite the initial successes of the structural adjustment programmes (SAPs) in the 1980s, the overall economic growth slowed in the 1990s, a decade characterized by an average annual rate of inflation of close to 30 percent, with four consecutive years (1993–1996) averaging a rate of 36 percent. Provisional figures for 2000 indicate an above-average rate of 37 percent. Overall, the high inflation rates have affected households, as they resulted in corrosive consumer prices that outpaced the growth of their incomes.
3. Though Ghana seems to have cut the rate of extreme poverty over the last years from 37 to 27 percent (see comparisons between GLSS 4 and GLSS 3 in Annex I), there are sizeable geographic pockets where the situation has deteriorated. Furthermore, many of the “less poor” are poised to become “extremely poor” under an impending combination of simultaneously adverse agro-climatic and economic conditions.
4. Although Ghana's per capita GDP grew at an average annual rate of about 1.3 percent during the 1990s, 39.5 percent of Ghanaians were poor in 1998.<sup>3</sup> These poor are divided into the extremely poor (67.8 percent) and the less poor (32.2 percent). The extremely poor, which account for 26.8 percent of Ghanaians, fall below the lower poverty line, where income is less than the cost of the minimum food basket. A modest 11-percent decline in the income of the “less poor” would, on average, place them in extreme poverty.
5. Hunger is the most extreme expression of poverty, and households below the lower poverty line are almost unavoidably food deficient. Concentrated mainly in the northern savannah area, including the northern, upper east and upper west regions, these households endure either daily undernutrition or severe seasonal shortfalls, mainly between March and August. Associated intra-household resources distribution frequently disfavours women and children.

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<sup>1</sup> UNDP Human Development Report 2000, p. 205.

<sup>2</sup> Sectoral Profile for Ghana, World Bank, 1999.

<sup>3</sup> Ghana Living Standard Survey (GLSS 4), 2000.



6. Some improvements have been registered in the health status of the population. The infant mortality rate dropped from 83.8 per 1,000 live births in 1988 to 56.7 per 1,000 in 1998.<sup>4</sup> Over the same period, the under-5 mortality rate dropped from 147.8 per 1,000 live births to 107.6 per 1,000.<sup>5</sup> Similarly, life expectancy increased from 54 years in 1988 to 57 years in 1998,<sup>6</sup> though the impact of HIV/AIDS on future life expectancy cannot be underestimated, considering the disease's current prevalence rate of 4.6 percent.<sup>7</sup> The total fertility rate (the number of children a woman has during her childbearing years), which was 6.4 children per woman in 1988, declined to 4.6 per woman in 1998.<sup>8</sup>
7. By contrast, malnutrition rates have not changed significantly over the last decade. Protein-energy malnutrition is widespread and the most serious nutritional disorder in Ghana, especially among children. It is manifested by mild-to-severe stunting, wasting and underweight among children. The problem of protein-energy malnutrition is compounded by problems of micronutrient deficiency, particularly of vitamin A, iodine and iron. Overall, 17 percent of Ghanaian children under 5 are moderately stunted, and 9.3 percent are severely stunted.<sup>9</sup> Regional extreme poverty rates are highly correlated to regional severe stunting rates. In fact, a mothers' educational attainment seems to determine the percentage to which children's severe stunting will drop. For the overall population of stunted children, stunting drops 34 percent for children of primary school graduates, 49 percent for junior secondary graduates and 69 percent for graduates of secondary school or higher.
8. Women suffer from a high level of chronic energy deficiency. Based on the benchmark 18.5 body mass index (BMI), it is estimated that 11 percent of women have low BMI values. Women aged between 15 and 24 are more likely to fall below the 18.5 BMI level, and rural women are particularly affected. Anaemia among expectant mothers is 69 percent, and severe anaemia among pre-school children is 10 percent. Sixty-five percent of children suffer from vitamin-A deficiency, and nursing mothers record low serum retinol levels. UNICEF/WHO surveys show that the maternal mortality rate, particularly in the northern part of Ghana, is as high as 740 per 100,000 live births.<sup>10</sup>
9. The performance of the agriculture sector, which is operating at about 20 percent of its potential, has not been sufficient to guarantee food security, adequate nutrition, farm incomes or improvements in the living conditions of the majority of the rural population, resulting in the seasonal hunger experienced in the three northern regions in particular. Projections (see Annex II) indicate a likely growing gap between cereal demand and production and a pattern of declining surpluses of other important crops, such as cassava and yam.
10. Agricultural production is largely rainfed and labour intensive, with a minimal availability of fertilizer and other inputs; the rate of fertilizer use in Ghana is among the lowest in Africa. In addition, agricultural activities are undertaken mostly at the

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<sup>4</sup> Ghana Demographic and Health Survey (GDHS), 1999.

<sup>5</sup> Ibid.

<sup>6</sup> Ibid.

<sup>7</sup> Ghana HIV/AIDS Strategic Framework 2001–2005

<sup>8</sup> GDHS, 1999.

<sup>9</sup> GDHS, 1999.

<sup>10</sup> UNICEF Master Plan of Operations 2001–2005.



subsistence level, with low inputs, low rates of mechanization and animal traction, and the use of traditional technologies.

11. Women's agricultural production is considered primarily subsistence farming; while that of men is the valued cash crop. The low participation of women in formal employment (6.2 percent in the Government and 7.5 percent in the private sector) and their high level of participation in subsistence agriculture are contributory factors to the vulnerability of women and children. In addition, an estimated 35 percent of rural households are female headed, further compounding women's vulnerability. Despite their important contribution to food production, women have limited access to agricultural inputs and credit. Similarly, they are constrained by inadequate access to health services, literacy, health and nutrition training and other development opportunities.
12. Basic education for children, which in Ghana comprises primary education (grades 1–6) and junior secondary education (grades 7–9), continues to face problems of access and quality. Between 1987 and 1997, gross enrolment rates at primary schools dropped from 75.5 to 72.5 percent. The gender gap in primary enrolment, though it improved slightly during the same period, still persists. However, in many rural communities, and particularly in the north, fewer girls than boys enrol in primary school and the drop-out rate among girls is the highest.
13. Statistics for 1997 show that, nationally, about 20 percent of boys and 30 percent of girls drop out before completing primary school, and of those who progress to junior secondary school (JSS), 15 percent of boys and 21 percent of girls drop out before completing it.

### The Target Population

14. The northern, upper east and upper west regions have the highest concentration of poverty and are consistently at the bottom of most socio-economic rankings (see Annex III). Women and children are particularly vulnerable in these regions, as confirmed by the preliminary VAM assessment undertaken in November 2000. Consequently, WFP food aid will continue to be targeted to these three regions in the north. Further VAM assessments will be carried out using a variety of data sets and field survey techniques to refine geographic targeting and develop beneficiary profiles that will maximize the impact of WFP's assistance to Ghana.
15. Within both rural and urban localities, the incidence of poverty in the three northern regions remains much higher than in the rest of the country. The three northern regions, combined with the central region, which together is home to 26.8 percent of Ghana's population, registered a 19-percent rise in extreme poverty since 1992, yielding an extreme poverty rate of 54 percent in 1998. The extremely poor in the upper east region have become substantially poorer; their income declined by 12 percent, resulting in an average income that has fallen to 60 percent of the cost of minimum food basket. Thus, while the incidence of poverty in this region declined by 13 percent, the extremely poor became 23 percent poorer.<sup>11</sup>
16. Moderate and severe stunting rates of children under 5 in the three northern regions are 19.8 percent and 17.4 percent, respectively. In particular, severe stunting rates are significantly higher in the north compared with the rest of Ghana, where only 9.3 percent of children under 5 are recorded to be severely stunted. The infant mortality rate in northern Ghana is twice as high as and the under-5 mortality rate three times higher than

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<sup>11</sup> GLSS 4, 2000.



that in the Greater Accra Region. In addition, the upper east and upper west regions record severe iodine deficiency, with a goitre prevalence rate as high as 56.5 percent.

17. Concerning education, in the northern savannah rural areas, only 67 percent of eligible boys and 62 percent of girls are enrolled in primary school. Primary school attendance rates for boys and girls are roughly 37 percent and 35 percent, respectively.<sup>12</sup> Furthermore, the net enrolment ratio (NER) in JSS is significantly lower for girls compared with boys, owing to a number of poverty-related socio-economic factors, including early pregnancies and the increased labour and economic value (i.e. bride wealth) of adolescent girls.
18. Women in the three northern regions record higher illiteracy rates (85 percent); they have limited access to land, credit and agricultural inputs, and face many more socio-cultural constraints than women in other regions of the country. Furthermore, the lack of adequate health facilities, inadequate nutrition and heavy workloads affect the health of women, particularly expectant and nursing mothers.
19. Rural households in northern Ghana earn roughly 70 percent of their income through agricultural production. Non-farm employment accounts for approximately 15 percent of income, with remittances contributing, on average, well below 3 percent. The level of food security is affected by climatic and ecological conditions that are less favourable than in the other regions of the country.
20. The insufficient yields are manifested in perennial shortages in food stocks between the months of March and August. During this period, people come under great stress and apply various coping mechanisms. These include resorting to selling livestock and cash crops at depressed prices to secure food or consuming seed intended for planting. Many families also resort to eating only one meal a day. This, and the fact that men are fed before the other family members, is a major contributory factor to malnutrition in children under 5 and in expectant and nursing mothers in the northern savannah area.
21. Land for farming is communally owned, though once community leaders have allocated it to an individual or household, land tenure is guaranteed during the time of the land's utilization. However, two practices tend to constrain women's active participation in management of the land allocated to them. Owing to gender ideologies that perceive them as dependents, women can gain access to their land only through the male members of their families. As a result, their farming is perceived as less important than that of men. Women are also more likely to be allocated less fertile land.
22. Being poor, the target population is unable to invest in inputs and natural resource improvements for increased agricultural production. They are continually faced with the challenge of working fragile and marginal lands and the lack of adequate investment opportunities, a condition that increases their vulnerability. Furthermore, the northern part of Ghana is more susceptible to natural disasters such as floods and drought, and has witnessed incidents of population displacement resulting from civil unrest.
23. Income-generating activities are not adequately developed in this area. The forest or savannah provides wood, which is often sold as charcoal. However, the marketing of agricultural products is constrained by a combination of low surpluses, poor roads, low profits and poor access to credit. Livestock production is also constrained, and northern markets face similar constraints to those of agricultural production.
24. Nonetheless, livestock-raising is vital here, and at times the principal livelihood. While farming households sometimes eat their fowl, they are usually used as an important source

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<sup>12</sup> GLSS, 2000.





of ready cash for small expenditures or as a coping mechanism to purchase food during the lean season; GLSS 4 showed that 60–70 percent of consumed food (in value) is purchased from the market.

25. Without continued assistance, the poor, of whom women constitute the greater majority, would have limited capacity and opportunities to participate effectively in development, particularly if short-term food security were not guaranteed.

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## GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

### Overall Policies

26. With the intention of reducing poverty and moving the country to a middle-income economy, in 1995 the Government launched the first five-year phase of its Ghana Vision 2020 strategy. The strategy focused on programmes aimed at enhancing the capacities of all Ghanaian citizens, including the capacity, protection and advancement of women, while simultaneously increasing the productive potential of the country's natural resources. The strategy served as the framework for all donor-supported activities, including the UNDAF, over the 1996 to 2000 period. A second phase of Ghana Vision 2020 is expected to be launched by the second quarter of 2001.
27. A number of lessons were learned from the implementation of the strategy's first phase, and were taken into consideration in the preparation of its second phase. These included the need for: greater community participation in project design and implementation; more flexibility in accommodating the various implementation capacities of communities; and increased investment in capacity-building at all levels. It was also noted that the programmes had been too broad in nature and generally did not address the specific constraints faced by the poor. Improved results in poverty reduction will require reaching the most vulnerable with programmes that are better focused on beneficiary needs.
28. In order to integrate gender more effectively in development and better address poverty-related issues, the Government, in collaboration with the World Bank, prepared a gender strategy for development in 1997, aimed at providing a systematic analysis of gender issues in selected sectors and identifying strategic focus areas and interventions. The five strategic areas identified for specific attention were agriculture, micro-finance, education, health and institutional capacity-building.

### Food Security Policies

29. In 1988, the Government initiated its Medium-term Agricultural Development Strategy (MTADS) to ensure a more meaningful food and agricultural policy. The strategies that guided that project's implementation included maximizing private-sector participation in agriculture, the efficient allocation of public-sector resources, and the development of an enabling environment for growth, poverty alleviation and sound ecological management.



30. However, these strategies and related activities did not result in the expected 4-percent growth increase in the sector. In 1997, therefore, an Accelerated Agricultural Growth and Development Strategy (AAGDS) was designed with the objective of increasing, over a ten-year period, the sector's annual growth rate from 2–3 percent (1990–1996) to 5–6 percent. The means of achieving this objective is the implementation of the Agricultural Services Sector Investment Programme (AgSSIP), launched in 1999. The elements of the programme, which address food insecurity, include increasing the agricultural productivity and incomes of smallholders and increasing employment in agribusiness.
31. In 1999, Ghana's Ministry of Food and Agriculture (MOFA), assisted by the Food and Agriculture Organization (FAO), introduced its Special Programme for Food Security. This is an effort to rationalize all agricultural production activities in terms of their contribution to national food security and to add components to support particular crop expansion in selected areas of the country in order to increase local food security.

### Food Aid Policies

32. The Government does not have an explicit policy on food aid. However, programme food aid in the form of cereals (wheat and rice) is a source of budgetary support for the Government and continues to play an important role in ensuring food security. Over the period 1997–1999, Ghana received, from the United States and Japan, an average of 51,000 mt of programme food aid annually. WFP project food aid (cereals) averaged 2,925 mt annually from 1998 to 2000.

## ASSESSMENT OF WFP'S PERFORMANCE TO DATE

33. Since the start of WFP's assistance to the Government in 1963, WFP-supported projects have spanned different sectors, including transport, forestry, agriculture, health and education. These predominantly SAP-driven projects were mainly of a public works nature, benefiting mostly rural workers. Between 1963 and 1997, WFP assistance to the country reached an estimated US\$200 million, of which about 87 percent was directed to development assistance and the remaining to emergency operations. Over the years, emergency aid has included support to people affected by drought and floods, Togolese and Liberian refugees, returnees from Nigeria, and Ghanaians internally displaced by civil conflicts. In October 1997, the first and current Country Programme (1998–2002), totalling US\$20 million in support of human resource and rural infrastructure development, was approved.

### Country Programme Evaluation

34. In October 2000, a mid-term evaluation of the current CP was undertaken. The evaluation team noted that the CP presented a different strategy as compared with that in the original CSO, giving higher priority to human resources development activities; those activities related to infrastructure development were made a lower priority, though they were still considered important components of the CP as a whole. In support of the Government's overall goal of reducing poverty, as outlined in Ghana Vision 2020, the short-term objectives of the current CP are to contribute to:
- improving the nutritional status of vulnerable children under 5 and expectant and nursing mothers, primarily in the north;



- increasing girls' enrolment and retention, improving their attendance and reducing the drop-out rates for girls in primary and junior secondary schools (JSS) in the three northern regions of the country;
  - increasing smallholder agricultural production and incomes through the application of improved technology and the rehabilitation of rural infrastructure; and
  - improving the capacity of food-insecure households to reverse the environmental degradation in their communities and sustainably manage savannah resources.
35. The evaluation team took note of the fact that the CP was well behind in developing and implementing the full set of its approved activities. At the time of the evaluation, only two of the proposed five activities were operational: (i) Supplementary Feeding and Health and Nutrition Education and (ii) Girls' Education in the Northern Savannah. A third skills training and income-generating activity was dropped from consideration early in the programme cycle, owing to constraints in identifying an appropriate government counterpart implementing agency. The two remaining activities, Rural Infrastructure Development, which includes a component of irrigation development, and Participatory Rural Forestry (now renamed Savannah Resources Management Project [SRMP]), have been slow to come online. This is in part the result of government delays in securing loans from key partners. The SRMP activity had, however, at the time of the CP evaluation, reached the final stage of formulation.
36. Overall, the team found that the Ghana CP had been appropriately reoriented away from structural adjustment to a new focus on community- and household-level asset-creation, including the creation of both human and physical assets. According to the evaluation team, if all four of the five proposed activities were considered, the CP constituted a well-integrated and coherent programme, very much in line with the strategic priorities of WFP's Enabling Development policy. However, the effect of the programme was seen as limited, owing largely to delays in the start-up of the planned rural infrastructure development and SRMP activities. The team recommended that these two activities be launched as soon as possible. They also made a number of observations and recommendations regarding the two ongoing human resource development activities.

➤ **GHA 10005.0/Act.2 (former WIS no. 4932.00)—Supplementary Feeding and Nutrition and Health Education**

37. Since its inception in 1994, this activity has provided food assistance to nearly 24,000 malnourished and disadvantaged children and 14,400 expectant and nursing mothers on an annual basis, at a total of 129 community health centres. An evaluation by the Ministry of Health has highlighted that severe malnutrition is less prevalent in beneficiary communities than non-beneficiary ones.
38. The CP evaluation team noted that this activity was appropriately targeted, largely in the three northern savannah regions, and at the most vulnerable members in the households. However, it questioned the lasting effects of the activity in reducing the causes of hunger and malnutrition. The team stressed the need to develop sequential partnering with other government and donor agencies and, in this context, the need to speed up the implementation of the two remaining infrastructure development and resource management activities of the current CP. These latter activities, among others, would help provide the missing sustainability aspect of the WFP-supported health and nutrition education activity, thereby assisting participating mothers in reducing the need for repeat visits to health centres.



39. In addition, a small amount of food from this activity was utilized in support of a pilot study on the use of traditional herbal medicine for the treatment of HIV/AIDS-affected members of poor households. The study was being conducted by the Centre for the Scientific Study of Traditional Medicine, with support from the Ministry of Health. The rationale for providing food assistance to participants in the pilot study was that since the experimental herbal medicine increased the participants' appetites, and they could not afford to buy more food without food assistance, they would have stopped taking the medicine, thereby jeopardizing their treatment and the validity of the study. When completed, the study showed that the medicine had been successful in treating the symptoms of HIV/AIDS and that most of the patients had been able to return to a more or less normal existence. With such positive results, this type of intervention may be considered for future WFP support, possibly together with other United Nations partners.

#### ✦ ***GHA 10005.0/Act.1 (former WIS no. 5995.00)—Girls' Education in the Northern Savannah***

40. Initiated in 1999, this activity closely supports the Government's goal of achieving free compulsory universal basic education for all children by 2005 and its objective of reducing enrolment disparities, between boys and girls and between rural and urban areas. Under the activity, WFP provides monthly take-home rations of cereals and vegetable oil to families of girls enrolled in school and achieving at least 85-percent attendance.

41. Though no activity-specific study/evaluation has been conducted, monitoring visits and reports indicate that 87 percent of the expected output, of enrolling and retaining 8,750 girls during the first year and 12,950 during the second year, has been met in approximately 180 primary and 120 junior secondary schools.

42. Another major donor in the field of primary education in Ghana is the Catholic Relief Services (CRS), which assists both boys and girls in primary school, providing wet and dry rations. The evaluation team observed that although CRS and WFP operate in different communities, WFP's assistance may be perceived as less favourable than that of CRS in terms of targeting and approach. Furthermore, the team noted the poor quality of education in the northern regions, which is undermined by the lack of qualified teachers prepared to serve in remote areas and inadequate school buildings, furniture and textbooks.

43. The team concluded that, considering the problems of food insecurity, discriminatory social and cultural practices and economic constraints, the WFP assistance is effectively targeting girls in poor households in the selected communities and is facilitating those girls' access to basic education. Supported by the efforts of girls' education officers at all levels and by teachers and community members, the activity is successfully creating awareness of the need to send girl children to school, and of the need for girls to continue beyond primary school to complete at least junior secondary school (the minimum educational requirement for admission to vocational training institutes).

#### ✦ ***Strengths and Weaknesses in Implementation***

44. The CP evaluation team concluded that for ongoing human development activities, the implementation capacity of national, regional and district offices was satisfactory. Specifically, the Ministry of Education and regional government departments are supportive of the girls' education activity, and district girls' education officers (DGEOs) have been specially recruited for this WFP component. However, further improvements are needed in order to overcome the following weaknesses affecting the ongoing activities:



- inadequate lower-level data currently available to help refine community- and household-level targeting and to better focus the food aid interventions within the three northern regions;
- lack of sufficient interfacing between the WFP and CRS activities;
- lack of measurable and gender-specific indicators for monitoring the progress, effectiveness and impact of activities; and
- insufficient United Nations and other partnering for improved quality and increased effectiveness of ongoing education and health- and nutrition-related activities, including HIV/AIDS awareness-raising and treatment.

### 📁 *Impact on Markets and Domestic Production*

45. WFP food aid for development and emergencies during the first years of the Country Programme period was rather insignificant in relation to both national production and imports. In 1998, for example, cereals provided for WFP-assisted projects (development and emergency) represented only 0.25 percent of the national cereals production that year. At such a low level, this food aid carries no risk of acting as a disincentive to local production or displacing commercial imports. Furthermore, the food assistance is provided mostly during the lean season, when local stocks of food are low and people's purchasing power has diminished. Moreover, WFP's local purchases of maize and beans, when supplies are available, stimulate local markets.

## FUTURE ORIENTATION OF WFP ASSISTANCE

### Framework of Assistance

46. The formulation of this second-generation CSO has been carried out in the context of the second CCA and the UNDAF, which have been developed on the basis of the strategic priorities of the Government and of donor agencies. Furthermore, the CSO has taken into account the strategic priorities of WFP's Enabling Development policy, the lessons learned since the preparation of the last CSO and CP and the recommendations of the recent CP evaluation.
47. As highlighted by the CP evaluation team, the current CP, as planned, is largely in line with the priorities of WFP's Enabling Development policy. Thus, WFP's future assistance to Ghana will not differ substantially from that of the current CP. Most important, once implemented, the two asset-creating activities (Rural Infrastructure Development, with a focus on small-scale irrigation, and SRMP) will ensure a better-integrated programme and a more holistic package of interventions, thereby enhancing the opportunities of the targeted households to invest in multiple asset-generating activities that are supported by WFP and/or other donors.
48. While the thrust of the next CP, in relation to long- and short-term objectives and activities, will remain almost unchanged from the current one, there will be a change of focus in terms of (a) improving the geographic, community and household targeting within the three northern regions through further VAM application; (b) ensuring closer coordination among activities supported by WFP and CRS; (c) improving the CP's quality and effect by strengthening United Nations collaboration, in line with UNDAF priorities, and by entering into new partnerships; (d) strengthening and improving HIV/AIDS-awareness training in the health and nutrition education package for women and possibly continuing, jointly with other United Nations partners, the pilot-tested HIV/AIDS interventions; and (e) improving the current monitoring and evaluation (M&E) systems to





enhance capacity to measure results and determine the timely exit of food assistance when it is no longer needed in certain geographic areas.

49. Within the context of the Government's priorities, as set out in its Ghana Vision 2020, WFP will continue, during the next CP, to contribute to the reduction of poverty and household food insecurity in the poorest and most vulnerable areas of the northern savannah zone. Specifically, WFP assistance will focus on three main areas:
- (i) improvement of the nutritional status of the most vulnerable women and children;
  - (ii) investment in human resources through primary and junior secondary education for girls and health and nutrition education for women; and (iii) improvement of the natural resource base for increased food production and income-generation. Thus, through the provision of food aid, WFP's activities will meet the immediate food needs and help fill the hunger gap of poor and vulnerable households, while at the same time enabling these same households to make investments and shift to more sustainable livelihoods. Over 60 percent of food resources in the next CP will be targeted at women and girls.
50. WFP food aid will be used to address four out of the five strategic priorities of WFP's Enabling Development policy (decision 1999/EB.A/2), namely:
- priority 1, enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related needs;
  - priority 2, enable poor households to invest in human capital through education and training;
  - priority 3, make it possible for poor families to gain and preserve assets; and
  - priority 5, enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.
51. In addition to the proposed assistance within the above strategic priority areas, WFP will endeavour to strengthen its collaboration with Ghanaian disaster-response agencies and, together with other United Nations partners, support the Government in the preparation and maintenance of emergency contingency plans. This is important given that Ghana periodically suffers from either drought or floods, and because the country has been a safe haven in a region plagued by political instability, civil unrest and war.

## Identification of Key Areas for Assistance

### ➤ *Supplementary Feeding, and Nutrition and Health Education*

52. WFP support in the field of nutrition and health will address priority 1 of WFP's Enabling Development policy. While the immediate objective of the activity will remain the same as in the past, some changes will be introduced in the strategy and implementation that will facilitate the phasing-out of the food aid in assisted communities at the appropriate time. This will require the establishment of clear indicators against which sustainable achievements can be measured. Hence, prior to phasing out of individual communities, impact analysis, based on set indicators and with a key focus on beneficiary participation, will be conducted to determine whether or not the timing is right.
53. This activity will increase its emphasis on promoting basic and practical nutrition and health training, including HIV/AIDS-awareness, aimed at enabling mothers to better utilize the acquired knowledge and skills for improvements in their families; and linkages with UNICEF and other development partners that will improve: (i) technical backstopping and monitoring; (ii) capacity to address the causes of poverty, malnutrition and food insecurity; (iii) opportunities to complement food aid with income-generating and other development



schemes; (iv) participation of women on the food management committees, thereby enhancing women's decision-making skills; and (v) modalities for effectively screening potential beneficiaries against agreed indicators for eligibility and providing an exit plan from the supplementary feeding activity and graduation to other WFP-, government- and/or other donor-supported development programmes.

54. This activity will continue to be coordinated at the national level by the Ministry of Health's Nutrition Unit and implemented and monitored by District Health Officers, in collaboration with the District Assemblies and other potential partners.

### 📌 **Girls' Education in the Northern Savannah**

55. This activity will address priority 2 of WFP's Enabling Development policy. WFP's assistance for girls' education will continue to help militate against the combined effects of poverty, discriminatory social and cultural constraints and economic constraints on girls' access to education. As in the past, the activity, supporting the government's Free Compulsory Universal Basic Education programme, will be coordinated at the national level by the Girls' Education Unit of the Ministry of Education/Ghana Education Service (GES) and implemented and monitored at the district level through the DGEOs.
56. The immediate objectives of this activity will not differ from those for past assistance. Approximately two thirds and one third of the beneficiaries will be primary and JSS girls, respectively. The continuing emphasis on JSS girls is supported by the fact that declining school attendance coincides with girls' getting married and dropping out of class around the age of 12, and also that a certificate of completed JSS is a condition for admission to vocational training institutes. As in the past, WFP will provide take-home rations, while also focusing on raising the awareness of community leaders and parents on the importance of girls' education.
57. WFP will take action to further improve the impact of this activity. This will include establishing new partnerships, with UNICEF and possibly others, in support of improved education delivery (teachers for rural areas, improved buildings/furniture/textbooks); providing employable skills to girls after completion of basic education; raising the understanding of parents of the effects of early marriage and heavy labour expectations on girls' education and of the long-term value of such education to the girls' families and those of the girls' husbands; identifying ways to collaborate with potential partners, such as CRS, to ensure complementarity; and establishing criteria and guidelines for the increased participation of women on school management committees and in the management of food distribution.

### 📌 **Small-scale Irrigation Development**

58. Although water resources *are* available for irrigated agriculture, at present, only 0.2 percent of land for agricultural production is under irrigation. Considering the critical role of agricultural development and growth for national development and poverty alleviation, WFP food assistance will contribute to the creation of the small-scale irrigation schemes that are much needed for increased productivity and of overall food production and environmental returns.
59. Addressing priorities 3 and 5 of WFP's Enabling Development policy, this activity will be designed based on the outcome of a pre-appraisal study. It will be directed at rural communities in the northern savannah area, with the aim of increasing food production and income through ensuring the provision of water year round. Through food for work (FFW), men and women farmers will participate in the construction of small-scale irrigation



schemes. The pre-appraisal study will also assess any possible constraints, and their solutions, regarding women's participation in the FFW activities and their role in the proposed irrigation farmer associations.

60. The immediate objective of this activity is to contribute to improving smallholder production by providing improved technology, infrastructure and institutional support. Irrigation farmer associations on the project will be involved in aspects of construction, e.g. of earth dams and irrigation canals, that are commensurate with local skills, experience, labour and time. Activities will be carried out during the lean season, ensuring that participation does not interfere with beneficiaries' normal agricultural calendar. WFP will collaborate with the Ghana Irrigation Development Authority (GIDA), in partnership with the African Development Bank (ADB), the latter of which has confirmed that given the small-scale nature of these irrigation schemes, the project will have no negative environmental effects.

### **Savannah Resource Management Programme**

61. The livelihoods of the vulnerable in the northern savannah area depend to a large extent on woodland resources, which are the foundation for agricultural production; fuelwood for domestic use; and non-timber products such as shea nuts, vines, straw and other fibres for local handicraft production. However, the capacity of the woodlands to support rural livelihoods has been greatly reduced and traditional farming and hunting activities have degraded the environmental base on which they depend. This has increased the inhabitants' vulnerability to food insecurity.
62. Though this activity is identified for assistance under the current CP, WFP's new Enabling Development policy, which focuses on increased community- and household-level participation, asset-creation and -ownership and the need to partner with a multiplicity of donors, has, in part delayed its start-up. The activity's immediate objective, which falls within priorities 3 and 5 of WFP's Enabling Development policy, will be to help poor food-insecure households reverse the environmental degradation in their communities and sustainably manage savannah resources with a view to improving food security and rural livelihoods. This will be achieved through establishing nurseries, planting woodlots, building water and soil conservation structures and constructing firebreaks. As the activity is community based, participants will benefit from the food provided and from the assets created.
63. As most of the activities will be undertaken on communal land, modalities for asset-creation and the sharing of benefits will need to be established. In addition, any aspects that may not favour women, and therefore require improvement, will be negotiated with the communities to ensure compliance with WFP's Commitments to Women and Enabling Development policy. The SRMP will be implemented within the context of the overall Natural Resource Management Programme (NRMP), coordinated by the Ministry of Lands and Forestry (MLF) in partnership with the World Bank and Danish International Development Assistance (DANIDA).

### Scope for Joint Programming with Other Agencies

64. WFP has been an active participant in the process of developing the CCA/UNDAF in Ghana, especially by contributing to the nutrition and food security component of the CCA, through the technical working and management groups established for that purpose. In addition, the Programme is working with FAO, the International Fund for Agricultural Development (IFAD), UNDP, UNICEF, United Nations University (UNU), WHO and the World Bank to assist in government initiatives for increased food security. To harmonize





with the programming cycle (2001–2005) of the Government and sister United Nations agencies, WFP is reducing the duration of the current CP by two years. A new five-year CP will therefore be prepared in consultation with the Government, United Nations agencies, bilateral donors, NGOs and other possible partners, for start-up in 2001, instead of 2003.

65. The UNDAF strategy of promoting sustainable human development (2001–2005) is based on national development priorities identified by the Government, major findings of the CCA and priorities laid down in the conventions and declarations of major United Nations and international conferences. The main themes identified in the UNDAF are:
- **Access to quality basic services for all.** Addressing growing concerns, the Government will be assisted in fulfilling each individual's basic entitlements (primary health care, basic education, safe water and sanitation).
  - **Opportunities for sustainable income, employment and personal development.** Focusing on the human being as an actor in development, the United Nations system will support Ghana's efforts to regain economic stability for investments both in productive assets and in human resources. Good regulatory frameworks will be established and strategies for protecting natural resources enforced. HIV/AIDS will be contained, Ghana's cultural heritage protected and the rights of individuals, particularly women and children, upheld.
  - **Greater national capacity for development management and implementation.** The United Nations system will support national institutional capacity-building for overall development management, for the implementation of development strategies, the promotion of appropriate legal frameworks and the protection of the rights of vulnerable groups. It will ensure ownership of the development process, access to resources through strengthening community initiatives and the promotion of good governance.
66. Scope for WFP's involvement in joint programming relates particularly to themes regarding the quality of basic health and education services and of HIV/AIDS interventions. Regarding opportunities for sustainable income, employment and personal development, WFP support will focus on savannah resource management and small-scale irrigation development.

### Modalities for WFP Assistance

67. Based on the availability of resources and domestic supplies, WFP will continue to purchase cereals locally. Such a measure is more cost effective and ensures that local varieties of commodities are made available to beneficiaries. Furthermore, in case of emergencies, it enables WFP to respond quickly to food needs, provided funds and local supplies are available.

### Operational Implications

68. To realize the full potential of WFP assistance during the next programming phase, the following strategic issues will be addressed in light of lessons learned from the implementation of the first CP, the current policy environment and the recommendations derived from the CP evaluation.



### 📌 **Community and Household Targeting**

69. The preliminary VAM identified the three northern regions (northern, upper east and upper west) of the country as the main focus for WFP assistance during the next programming period. There is, however, need for more focused community- and household-level targeting and integration of activities, which will require carrying out a more in-depth VAM exercise. This will be conducted during the preparation of the next CP. Additionally, the country office will collaborate with identified partners on household food economy and poverty reviews.

### 📌 **Community Participation and Gender Analysis**

70. Although the current CP recognized the need for community participation in project implementation for increased effectiveness, more efforts are required to achieve desired results. This will include the participation of the targeted communities in the design, implementation and monitoring of programme activities and will take into account the roles of community-based structures and coping mechanisms. This will ensure a more focused and enhanced understanding of the dynamics of gender at the community level; enhance the knowledge of WFP and its partners on issues related to participation, asset-creation and the sharing of benefits in targeted communities, and ensure a culturally sensitive CP.

### 📌 **Monitoring and Evaluation**

71. To improve the monitoring and evaluation of the individual activities and the CP as a whole, baseline surveys and results-oriented indicators will be built into the design of activities. Furthermore, data will be disaggregated by gender and socio-economic grouping. This will enable WFP to assess progress, as well as problems/successes, in order to make any necessary modifications throughout the duration of the interventions. With the reorientation towards community participation, a higher degree of beneficiary contact monitoring will form part of the process. For assessing the impact of food aid, activity-specific evaluations are envisaged during the implementation of the Country Programme.

### 📌 **Phasing Out**

72. WFP, together with the Government and other partners, will increase its efforts to establish measurable indicators, carry out baseline surveys and conduct regular monitoring and periodic evaluations in order to measure more effectively the degree to which objectives of the WFP-supported activities are being met. This, in turn, will help WFP and key implementers assess the extent to which food aid continues to be an appropriate means of addressing food insecurity, and whether phasing out WFP's presence from certain geographical areas/communities is possible over the course of the next five years. Furthermore, the systematic implementation of baseline surveys and regular monitoring and evaluation of the individual activities and the programme as a whole will help WFP and the Government assess whether national capacity improves for continuing food and/or other assistance where necessary.

### 📌 **Information Dissemination and Advocacy**

73. With the re-orientation of WFP programming, it is important to keep the Government and donors represented in Ghana fully apprised of WFP's new policies related to Enabling Development, its focus on gender issues and its capacity to respond quickly in emergency situations. WFP will reinforce its advocacy role by keeping local key stakeholders



regularly informed of the country's current food security situation, nationally and regionally, and will advocate on behalf of the poor, for food and/or other assistance as deemed appropriate.

### ✦ **Resource Requirements/Staffing**

74. Resources to be allocated to Ghana during the next programme cycle will depend on the global level of WFP's resources. However, if the current level of resources is not maintained, the country office will not be in a position to implement all four proposed activities, or to establish as many partnerships and undertake as many activity-related improvements as is desirable. Should a reduction of resources become necessary, WFP will have to prioritize among the activities in close consultation with the Government.
75. The country office will seek to maintain a well-balanced staff gender profile. Of the four professional staff, three (or 75 percent) are women. At present, the office has six general service staff (three women and three men).

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## PARTNERSHIPS

76. Recognizing the potential of synergetic effects when activities are linked to the development efforts of other stakeholders, WFP will increase its efforts to create chains of interventions that will facilitate communities in reaching a level of self-sufficiency. Within the United Nations country team, consultations are under way with UNICEF regarding collaboration in the health and education sectors. Furthermore, the Government has adopted a sector programming approach in order to effectively coordinate development activities and external assistance. This will create opportunities for WFP partnerships, including in the emerging area of HIV/AIDS. So far, WFP partnerships have been established with the World Bank and DANIDA in support of the SRMP activity, and with the African Development Bank with regard to the small-scale irrigation activity

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## KEY ISSUES AND RISKS

77. Despite the Government's commitment to poverty reduction, as outlined in its Ghana Vision 2020, the effect of external economic factors on the Ghanaian economy may constrain the Government's ability to contribute its share of resources to match donor funding in a timely manner for programme implementation.
78. The shift from a project to a programming approach within the context of participatory planning, which has not as yet been fully achieved by WFP in Ghana, will require more consolidated efforts on the part of the Government and WFP to allocate higher levels of resources to the process. These include staffing, time and logistics. The shift will further require competence in the effective application of, among others, the VAM system, participatory tools and monitoring and evaluation methods. Such a shift has implications for WFP's needs assessment, targeting, activity selection through to monitoring, capacity-building, training and its phasing-out of activities. The limited presence of WFP at the field level might prove a major stumbling block for the adequate implementation of the CP.
79. Considering the likely advantages of partnerships, WFP will be proactive in seeking out partners at the design stage of activities to ensure complementarity. Such partnerships will also be sought for ongoing activities, in particular where synergetic efforts can contribute



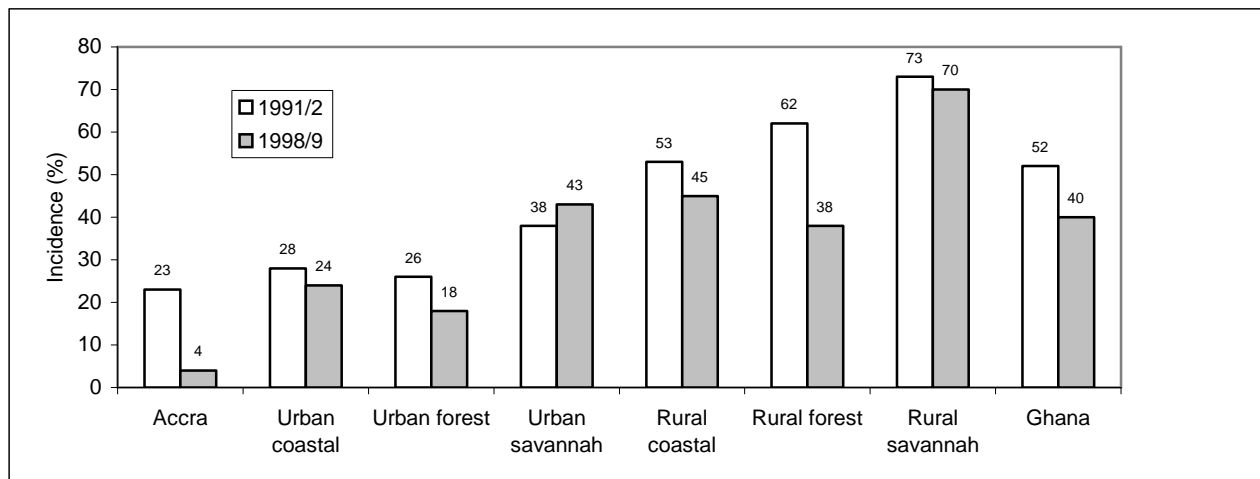
to communities' becoming self-sufficient. However, experience has shown that partnering may also add constraints, when the inputs and/or conditions of one or more partners cause delays.

80. The role of food aid in addressing the issues of HIV/AIDS prevalence and urban poverty will require further study. Consultations will be held with agencies addressing these two areas of concern, including UNAIDS, UNFPA and UNICEF.
81. Considering the vision of the Government to transform the country into one with a middle-income economy by 2020, it is expected that issues of poverty and food insecurity will be resolved in the future, at which time WFP will plan the phase out of its activities in Ghana.

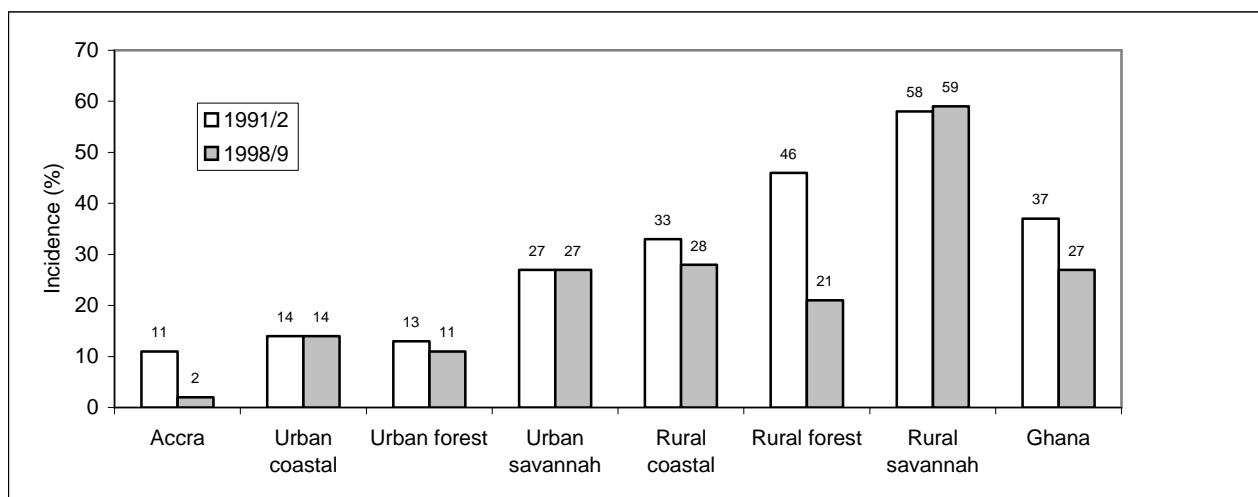


## ANNEX I

POVERTY INCIDENCE BY LOCALITY, 1991/1992 AND 1998/1999  
(UPPER POVERTY LINE)<sup>A</sup>



EXTREME POVERTY INCIDENCE BY LOCALITY, 1991/1992 AND 1998/1999  
(LOWER POVERTY LINE)<sup>b</sup>



Source: GSS, Poverty Trends in Ghana in the 1990s.

<sup>a</sup> Established at cedis 900,000 per person per year. Individuals whose total income falls above this line are considered able to meet their nutritional requirements and able to meet their basic non-food needs.

<sup>b</sup> Established at cedis 700,000 per person per year. Individuals whose total income falls below this line are considered unable to meet their minimum nutritional requirements even if they allocate their entire income to food.



## ANNEX II

DOMESTIC PRODUCTION OF KEY CROPS MINUS ESTIMATED DEMAND 1995–2005 (thousand MTs)
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Year	Maize	Rice	Millet	Cassava	Yam	Wheat
1995	11.8	-124.4	-149.7	NA	956.2	-230.5
1996	-34.7	-135.1	-170.2	NA	1 045.1	-238.6
1997	-49.6	-152.4	-214.8	NA	1 132.2	-247.4
1998	-67.4	-194.9	-208.6	NA	1 277.3	-256.2
1999	-109.9	-199.1	-219.2	NA	1 739.4	-265.4
2000	-119.4	-152.0	-210.5	1903.4	1 079.3	-274.3
2001	-137.3	-168.9	-229.7	1837.8	1 062.0	-282.3
2002	-155.9	-165.5	-265.3	1769.8	1 044.0	-290.5
2003	-177.4	-183.0	-248.9	1699.2	1 025.3	-298.9
2004	-197.3	-200.1	-268.6	1626.0	1 005.8	-307.6
2005	-218.0	-198.1	-279.1	1550.2	985.6	316.5

Source: Centre for Economic Policy Analysis, 2000.



## KEY INDICATORS FOR NORTHERN SAVANNAH AREA

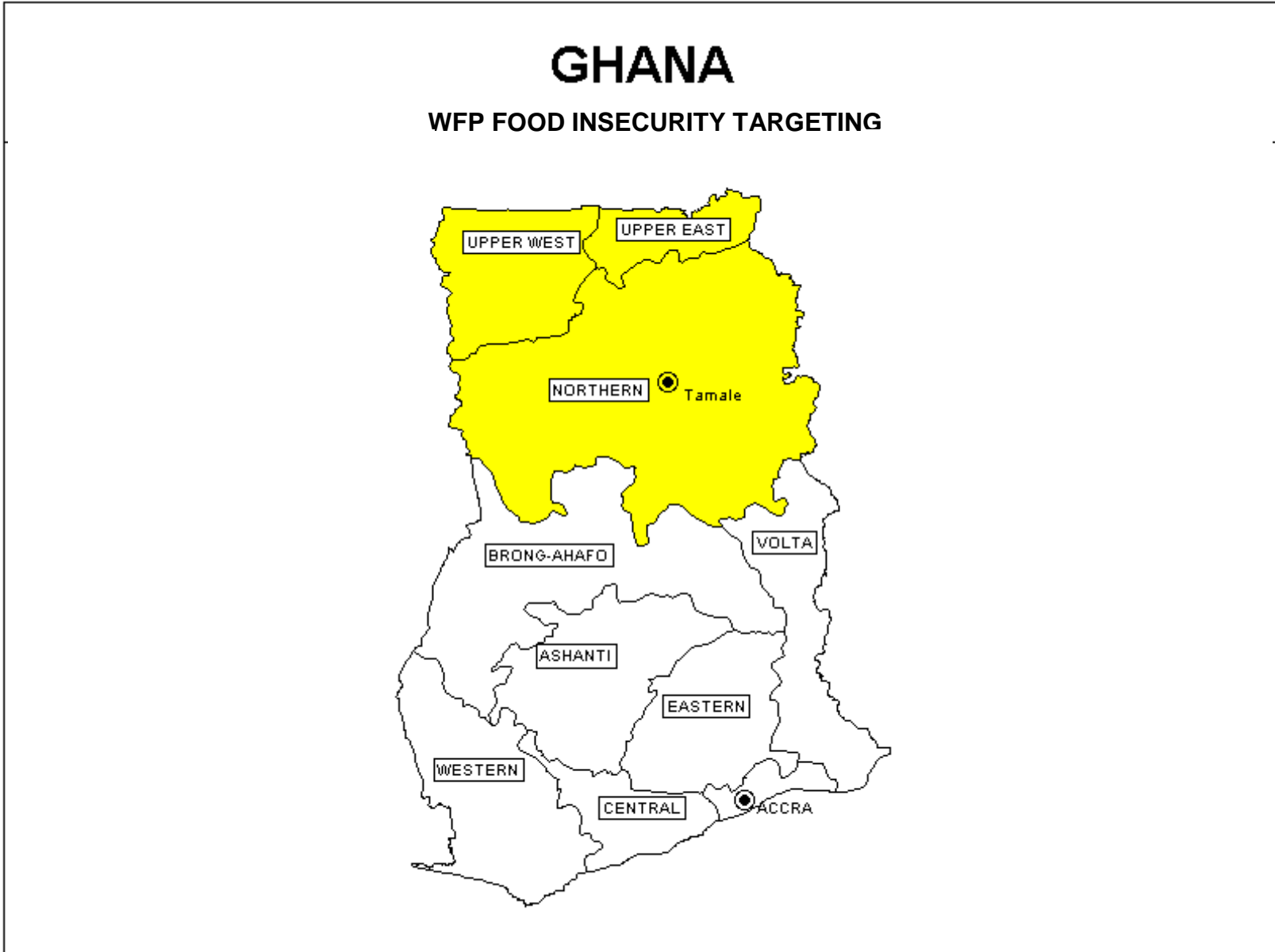
Key indicators	National (%)	Northern (%)	Rank out of 10 regions	Upper east (%)	Rank out of 10 regions	Upper west (%)	Rank out of 10 regions
Incidence of poverty	43	69.5	8	89.5	10	87.9	9
Height for age (stunting)	25.9	39.6	10	35.9	9	34.6	8
Weight for height (wasting)	9.5	12.7	9	8.2	4	7.1	2
Weight for age	24.9	38.1	10	34	9	28.4	8
Gross enrolment in primary school	73	45	9	42	10	52	8
Pre-school (rural children, 4-5) enrolment	53.1	27.3	8	24.9	9	9	10

## KEY INDICATORS FOR NORTHERN SAVANNAH AREA

Key indicators	National rate	Northern rate	Rank out of 10 regions	Upper east rate	Rank out of 10 regions	Upper west rate	Rank out of 10 regions
Under-5 mortality rate (per 1,000 live births)	110.4	171.3	10	155.6	9	155.3	8
Gender parity	0.87	0.6	10	0.75	9	0.81	8

Sources: GLSS 4, GDHS 1998, UNICEF CWIQ 1997 and Ghana Education for all 1996 yearly assessment





The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



## ACRONYMS USED IN THE DOCUMENT

AAGDS	Accelerated Agricultural Growth and Development Strategy
ADB	African Development Bank
AgSSIP	Agricultural Services Sector Investment Programme
BMI	Body mass index
CCA	Common Country Assessment
CP	Country Programme
CRS	Catholic Relief Services
CSO	Country Strategy Outline
DANIDA	Danish International Development Assistance
DGEO	District girls' education officer
ERP	Economic Recovery Programme
FAAD	Food Aid and Development
FAO	Food and Agriculture Organization
FFW	Food for work
GDHS	Ghana Demographic Health Survey
GDP	Gross domestic product
GES	Ghana Education Service
GIDA	Ghana Irrigation Development Authority
GLSS	Ghana Living Standard Survey
GNP	Gross national product
IFAD	International Fund for Agricultural Development
JSS	Junior secondary school
LIFDC	Low-income, food-deficit country
MLF	Ministry of Lands and Forestry
MOE	Ministry of Education
MOFA	Ministry of Food and Agriculture
MTADS	Medium-term Agricultural Development Strategy
NER	Net enrolment rates
NGO	Non-governmental organization
NRMP	Natural Resource Management Programme
PEM	Protein-energy malnutrition
SAP	Structural adjustment programme



SRMP	Savannah Resource Management Programme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNU	United Nations University
VAM	Vulnerability analysis and mapping
WHO	World Health Organization

