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de Alimentos

**Executive Board
Annual Session**

Rome, 7–11 June 2010

EVALUATION REPORTS

Agenda item 7

For consideration

E

Distribution: GENERAL
WFP/EB.A/2010/7-C
10 May 2010
ORIGINAL: ENGLISH

SUMMARY EVALUATION REPORT COUNTRY PROGRAMME GHANA 104180 (2006–2010)

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NOTE TO THE EXECUTIVE BOARD

This document is submitted to the Executive Board for consideration

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

Development in Ghana presents a mixed picture. Although it is a low-income, food-deficit country, Ghana is set to become the first African country to halve its poverty and hunger rates by 2015. However, there are large rural–urban and interregional disparities, with widespread food insecurity in the three northern regions where WFP works. The macroeconomic situation is delicate and government spending on social protection is declining.

The country programme aims to help the Government replicate successful models of food-based programming. It uses a life-cycle approach in which nutrition interventions help break the inter-generational cycle of malnutrition. Its two main activities – support to basic education, accounting for 61 percent of the total, and supplementary feeding, health and nutrition education, accounting for 39 percent – were intended to be cross-targeting, focusing both activities on the same populations so that they are mutually reinforcing. Other expected outcomes were improved national capacity to implement the programmes and increased demand for domestic farm produce.

The evaluation provides the country office and partners with lessons for strengthening future programmes and informing the ongoing planning of the country strategy. Using a mixed-methods approach, it found that the country programme was, and continues to be, relevant to the needs of Ghana.

Most of the planned outputs were delivered, but there were limitations on the translation of these into planned outcomes. This is partly owing to the wide geographic spread, with inadequate scale and intensity of activities, but also to weakened commitment from the Government of Ghana and insufficient efforts by the Government and WFP to carry out hand-over strategies. Staff at the WFP country office had limited time for the country programme during the emergency response to flooding and the rise in food prices.

Overall, the country programme partially fulfilled its objectives. Support to basic education is closely aligned with relevant government policies. Both on-site school feeding and take-home rations for girls have contributed to increasing enrolment, attendance, gender equity and girls' transition to secondary school. The take-home ration offers a best practice model for scale-up. Although the Ministry of Education recognizes the contribution of on-site school feeding to improving enrolment, this has not been enough to ensure the timely and efficient provision of transport inputs from government or adequate budgeting at the district level. Challenges also remain for under-resourced schools managing school feeding in fragile learning environments.

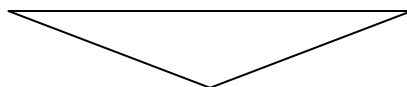
The supplementary feeding, health and nutrition education model has reduced underweight and wasting, and clearly contributed to nutrition education, but is not effectively tackling stunting. As government policy has shifted to more preventive health and nutrition approaches, achievements in national capacity development for the WFP model have been limited. There are signs of success in income-generating activities started as part of the sustainability strategy among communities where supplementary feeding, health and nutrition

education activities were handed over during the last country programme, but no new hand-overs were made during this country programme. Strong increases in local procurement until 2008 increased WFP's visibility as a supporter of local farmers, but local procurement suffered setbacks in 2009.

For all these reasons, programme efficiency has been low, leading to reductions in both the quantity and the quality of rations during the country programme.

The evaluation recommends continuing a country programme aimed at providing best practice, cost-effective models and eventual phase-out. However, a future programme should be focused on fewer districts, selected according to vulnerability analysis and mapping criteria. Some realignment with new government policies is required, as are stronger partnerships, and adequate and appropriate staffing, with budgets to undertake specific capacity development roles.

DRAFT DECISION*



The Board takes note of “Summary Evaluation Report Country Programme Ghana 104180 (2006–2010)” (WFP/EB.A/2010/7-C) and the management response in WFP/EB.A/2010/7-C/Add.1, and encourages further action on the recommendations, taking into account considerations raised by the Board during its discussion.

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.

INTRODUCTION

1. 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 country programme so that WFP and other programme partners can adjust course as necessary for the remainder of the country programme 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 subregional 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, Ghana 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-5 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

¹ From the evaluation terms of reference

² FAO Country Profiles, May 2009

³ Government of Ghana. Multiple Indicator Cluster Survey 2006.

affected by increasing food prices;⁴ 58 percent of 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 5 years and pregnant and lactating mothers at risk of malnutrition".⁶ The expected outcomes of the country programme were:
 - (i) reduced levels of malnutrition among at-risk pregnant and lactating women and children under 5;
 - (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 to 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 subdistrict 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 (THRs) for girls, from P4 to junior secondary school 3 (JSS3). In collaboration with the United Nations Children's Fund (UNICEF), the THRs 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

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

⁵ Brinkman, 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.

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

⁷ CP project document, paragraph 40.

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 5 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.

TABLE 1: OUTCOME DATA ON NUTRITION INDICATORS FOR SFHNE, 2006–2009⁸

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.

13. The strategy for progressive hand-over to GHS⁹ and WFP's eventual phase-out from beneficiary communities¹⁰ 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 where WFP had already phased out. Training is provided in iodized salt rebagging and selling, and in community-based milling and fortification, in collaboration with NGO partners. The iodized salt rebagging 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.
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

⁸ GHS/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.

⁹ The strategy envisioned the gradual hand-over of supplementary feeding days.

¹⁰ CP, paragraph 32.

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 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

¹¹ Fewer 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.

¹² Recent 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.

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.

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.

¹³ Gariba, 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.

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

- **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 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

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

¹⁵ The 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.

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

¹⁷ Full recommendations are given in the main report.

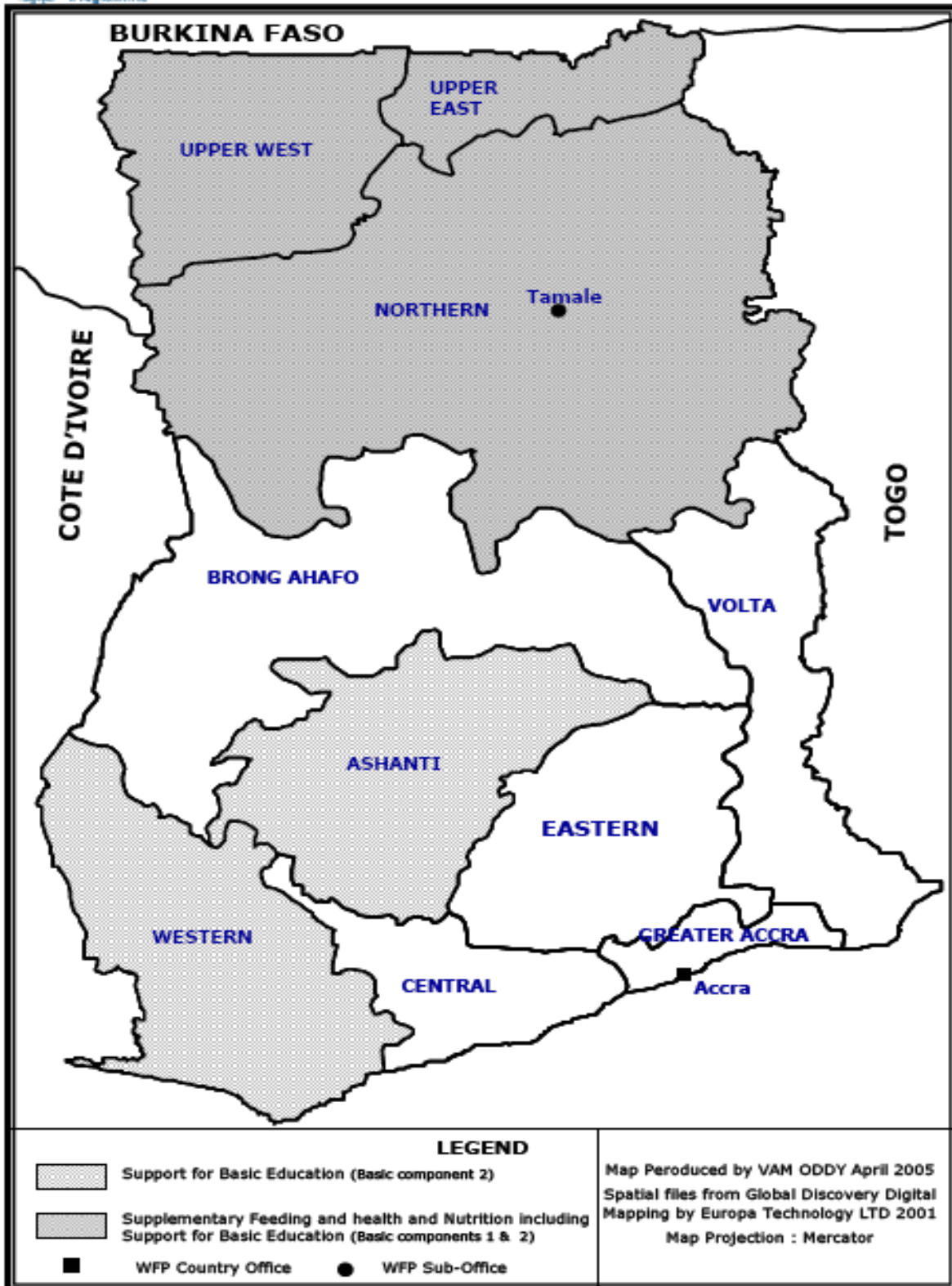
it has a well-defined role in providing effective models for social development and food assistance programming in Ghana.

34. **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.
35. **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.
36. **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.
- **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.
 - **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.
37. **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.

- **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.
38. **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.
39. **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 subregional levels.
40. **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.
41. **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.



GHANA: COUNTRY PROGRAMME 2006-2010



The designations employed and the presentation of material in this map 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

CIDA	Canadian International Development Agency
CP	country programme
EMOP	emergency operation
GDP	gross domestic product
GHS	Ghana Health Service
GSFP	Ghana School Feeding Programme
JSS	junior secondary school
MDG	Millennium Development Goal
NGO	non-governmental organization
P4P	Purchase for Progress
SBE	support to basic education
SFHNE	supplementary feeding, health and nutrition education
THR	take-home ration
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping