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ABSTRACT

With a population of 16.9 million (1994), Ghana is a low-income, food-deficit (LIFDC) country with an annual per capita gross national product (GNP) of 430 dollars, and a food self-sufficiency rate of about 70 percent. The majority of the poor live in the rural savannah and rural forest areas, and comprise mainly small and marginal farming households. WFP assistance will be directed to those areas. The Country Programme's strategy focuses on the development of human resources (especially girls' education and skills training for women) and rural development activities (participatory forestry and rural infrastructure). Collaboration with decentralized government machinery, non-governmental organizations (NGOs) and women's groups will be actively promoted, while coordination with the United Nations system and other donors will be maximized.

The Country Strategy Outline (CSO) for Ghana was submitted to the Executive Board at its Third Regular Session of 1996. Following the recommendations of the Board concerning the targeting of women and girls, subsequent discussions with the Government of Ghana have led to the incorporation of assistance to girls' education and skills training for women into the Country Programme (CP). While the CSO proposed a five-year total budget of 35 to 40 million dollars, the CP budget was reduced at the country office level to about 28 million dollars (46,755 tons of food) because of the Government's concerns over the level of expected counterpart contributions. However, in view of the declining level of WFP development resources for non-least developed countries, and as Ghana is an LIFDC, the Executive Director recommends that the Executive Board approve a CP for the supply, over a period of five years, of 32,500 tons of food commodities estimated at about 20 million dollars, which includes five million dollars already committed under ongoing projects and 15 million dollars to be committed, subject to the availability of resources. All new commitments, within the 15 million dollars, will be made after consultations between the Government of Ghana and WFP to determine priority activities to be selected from within this CP.

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NOTE TO THE EXECUTIVE BOARD

This document contains recommendations for review and approval by the Executive Board.

Pursuant to the decisions taken on the methods of work by the Executive Board at its First Regular Session of 1996, the documentation prepared by the Secretariat for the Board has been kept brief and decision-oriented. The meetings of the Executive Board are to be conducted in a business-like manner, with increased dialogue and exchanges between delegations and the Secretariat. Efforts to promote these guiding principles will continue to be pursued by the Secretariat.

The Secretariat therefore invites members of the Board who may have questions of a technical nature with regard to this document, to contact the WFP staff member(s) listed below, preferably well in advance of the Board's meeting. This procedure is designed to facilitate the Board's consideration of the document in the plenary.

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STRATEGIC FOCUS: FOOD INSECURITY AND THE HUNGRY POOR

1. This Country Programme Document (CPD) presents WFP's programme of activities in Ghana for the five-year period from January 1998 to December 2002.

The hungry poor: priorities in addressing their needs

The context of food insecurity, poverty and vulnerability

2. Although food supply has been increasing since the inception of the Economic Recovery Programme (ERP), there are still domestic shortfalls in the production of most food commodities. Self-sufficiency is at approximately 70 percent for cereal production, 60 percent for fish and 25 percent for meat production (see Table 1 in Annex I).
3. Poverty is predominantly a rural phenomenon in Ghana. Rural areas are home to two thirds of the population but account for 75 percent of the poor. About 32 percent of the population (i.e., five million people) live below the poverty line, with expenditures per capita in 1992 of less than 25 dollars¹ a month. The rural savannah areas (especially the two administrative regions of the Upper East and Upper West, and pockets of the Northern region), and the rural forest area, account for the majority of the poor in the country. In terms of both incidence and depth of poverty, the Upper East, Upper West and pockets of the Northern administrative regions are among the poorest in the country (see Table 2 in Annex I).

Government strategies for food security, poverty eradication and disaster mitigation

4. Food security policies are an aspect of the country's agricultural policy, the principal aim of which is the establishment of a strong agricultural sector that ensures national food security and an adequate supply of raw materials at competitive prices for industrial production. The strategy to achieve this policy objective is contained in the Medium-Term Agricultural Development Strategy (MTADS) 1991-2000, with an estimated investment of 466 million dollars, part of which (82.5 million) is being funded by the World Bank. The MTADS seeks, among other things, to promote small-, medium- and large-holder productivity; provide all Ghanaians with adequate and nutritionally balanced diets; establish linkages between agriculture and industry, and ensure that agriculture contributes effectively to the country's balance of payments through export diversification and profitable agricultural investments. In 1993, the Government also launched an Agricultural Sector Investment Project (ASIP), with 21.5 million dollars provided by the World Bank. The project is designed to eliminate some of the constraints to agricultural production and productivity in rural areas, by expanding rural investments in order to increase agricultural production and improve incomes.
5. Food aid assumes great importance at the household level, especially in the northern savannah areas of the country which are vulnerable to drought, and food shortages during the "lean season" (from February to June/July). These communities experience major problems of basic food supply even in a normal year, and the impact of drought years can be enormous.

¹ All monetary values are expressed in United States dollars, unless otherwise stated. One United States dollar equalled 2,010 cedi in May 1997.



Produce markets in these areas are unreliable, and even in cases where markets are available, households often lack the income necessary to buy the food required for basic survival.

Relationship to the Country Strategy Note (CSN) process

6. The Country Programme (CP) gives full consideration to the Government's long-term development objectives as stated in the CSN and other policy documents, including the National Development Policy Framework 1996-2020 (Ghana Vision 2020), and the National Action Programme on Poverty Reduction. Similarly, the CP gives full consideration to operationalizing those priorities established under the United Nations Special Initiative for Africa (UN SIA) (i.e., food security and basic education for all), and those established at the World Food Summit in Rome (i.e., food security), which are within WFP's mandate.
7. The time period of the Country Programme (1998-2002), does not match with the Programme Cycle (1996-2000) of UNDP, UNICEF and UNFPA. However, it is envisaged that any future modification to the CP will be synchronized with the programme cycles of other United Nations agencies.

United Nations/donor/NGO programmes addressing hunger and poverty

8. Most of the agencies with programmes in Ghana include activities aimed at poverty reduction, as are those of the principal donors and NGOs. Existing policies and programmes developed by the Government of Ghana in conjunction with donors are classified according to three themes: a) targeted poverty reduction activities that work directly with the poor to improve their welfare; b) poverty-focused activities that benefit the poor but do not involve working directly with them; and c) activities that affect the policy environment and which are crucial to poverty reduction. A classification of external assistance projects on the basis of the above three themes for the period 1985-1999, and listed in the *Development Cooperation Report: Ghana 1993*, indicated that out of the 383 projects listed, 86 (22.4 percent) are targeted to the poor, 222 (58 percent) are poverty-focused, and the remaining 75 (19.6 percent) influence the policy environment.

ASSESSMENT OF PAST AND ONGOING WFP ACTIVITIES IN GHANA

9. WFP food-for-work (FFW) projects (Ghana 2714—Assistance to railways and ports rehabilitation project and 3919—Development of forestry resources), initiated in the post-1983 period, did not effectively target the hungry poor since the bulk of the beneficiaries were public-sector employees. This was because the role envisaged for WFP food assistance was to help improve worker productivity and to check widespread absenteeism among workers. WFP food assistance was thus vital to the success of the major Government projects which it supported. The two FFW projects made an important contribution towards meeting the food requirements of low-paid public-sector employees as well as other categories of beneficiaries, including poorer households and particularly poor women. WFP's social development projects, including the supplementary feeding component of 3273—Assistance to mitigate structural adjustment effects in the social sector, and 4932—Supplementary feeding, health and nutrition education, were targeted entirely to poor and nutritionally vulnerable women and children.
10. As the rural savannah area, especially the Upper East administrative region, is most vulnerable to hunger caused by droughts since 1992, the Government, with the assistance of the World Bank and IFAD, has embarked upon a dam construction and rehabilitation



programme in the region with the objective of improving agricultural production through the all-year availability of water. WFP provides food assistance as an incentive to the project beneficiaries, who are mostly poor rural women.

Experience of other food aid donors

11. Apart from WFP which provides project food aid, most of the other major food aid donors to Ghana, such as the United States Agency for International Development (USAID), the Canadian International Development Agency (CIDA), the European Economic Community (EEC), and the Japanese International Cooperation Agency (JICA), provide programme food aid, which is monetized and whose basic objective is the provision of budgetary support. However, an NGO, the Catholic Relief Services (CRS), does provide comparatively small amounts of project food aid for vulnerable group feeding (VGF) activities in some hospitals and clinics, and for school feeding activities in primary educational institutions in the Upper East, Upper West and Northern administrative regions of the country.

Strategic focus of the Country Programme

Goals and objectives

12. In keeping with WFP's mandate and the long-term development objectives of Ghana, as enshrined in the CSN and other policy documents, the broad goals of WFP assistance are to: a) use food aid to support economic and social development; and b) promote national food security, especially the food security of poor people and communities.
13. The objectives of WFP assistance are to: a) develop human resource potential in target regions, through the provision of incentives for girls' education and skills training of women; b) improve the food intake of children and expectant and nursing mothers, and support Government efforts to improve the coverage of primary health care services; c) expand the forest area and reduce the environmental degradation as well as erosion of agricultural land in the more densely populated and denuded savannah areas, while increasing the income-earning capacity and environmental awareness of rural farmers and their families; and d) increase agricultural production and rural incomes through improvement of farmers' productivity and the rural infrastructure such as feeder roads, and irrigation and storage facilities.

Target groups and regions, including key areas and types of assistance

14. The main target group for food aid will be the poorest families, including women and children in the areas of food insecurity. Among these people, the poorest and most food-insecure groups which the WFP programme can realistically expect to reach are: a) girls, malnourished children, and expectant and nursing mothers; b) small and marginal farming households; and c) farm labourers and other non-farm, self-employed people. The criteria for selection in these target groups are based on the degree of poverty of socio-economic groups, as identified by the World Bank.¹
15. WFP's geographical targeting is based on the vulnerability assessment and mapping (VAM), conducted within the context of the Ghana Living Standards Survey (GLSS). Key areas for assistance are identified by the GLSS and also recognized by the Government as having the highest incidence of poverty. Based on the incidence of poverty, the areas of

¹ Ghana: *Poverty past, present and future*, World Bank (June 1995).



greatest need are: a) rural savannah areas comprising the administrative regions of the Upper East, Upper West and Northern administrative regions (particularly the districts adjacent to the Upper East region); and b) rural forest areas, especially the pockets of the Volta, Central and Western administrative regions, where living conditions are also very difficult.

United Nations/donor collaboration

16. This CP, jointly designed by the Government and WFP, was prepared following extensive consultations with United Nations agencies and other bilateral donors to outline WFP's strategies for supporting the national development effort and to establish joint programming possibilities. Specific discussions took place with UNDP, UNFPA, the World Bank and FAO, while the United Kingdom Overseas Development Administration (ODA) has expressed general support for the Country Programme. In terms of agreements reached on collaborative measures, UNDP has agreed to allocate resources under its Umbrella Programme for Poverty Reduction, in order to provide technical assistance for WFP projects. UNFPA and WFP will collaborate on the proposed project on skills training and income-generating activities, while UNFPA will also integrate population education activities in the WFP programme. FAO has agreed to provide technical expertise to WFP in project preparation, particularly in developing the framework for reporting and monitoring project activities, and has also agreed on joint monitoring visits to WFP projects. If resources permit, WFP will co-fund (with food resources) FAO projects in land conservation and afforestation.

Collaboration with NGOs, civil society and women's groups

17. In accordance with the Government of Ghana's decentralization programme, implementation of the WFP Country Programme will be at the district level with the involvement of district assemblies, local NGOs and other grass-roots organizations.

PROGRAMME OF COUNTRY ACTIVITIES

18. The WFP programme activities have been selected in such a way as to complement a number of national sectoral programmes being implemented by the Government, within the context of the national Medium-Term Development Plan (1997-2000) and the National Development Policy Framework 1996-2020 (Ghana Vision 2020). These sectoral programmes include: the Basic Education Sector Improvement Programme, also known as the Free Compulsory Universal Basic Education (FCUBE) Programme, the National Forestry Development Plan; the National Feeder Roads Development Programme; the Medium-Term Health Programme; and the medium-term agricultural development programmes.

Country Programme resources and preparation process

Justification for the proposed level of assistance

19. The total value of this CP would be 28 million dollars. This amount consists of five million dollars in current commitments and an additional 23 million dollars in core activities during the five-year period (Annex II). The phasing-in strategy would imply WFP commitments of 4.4 million dollars in 1998, rising to 6.9 million dollars in 1999, dropping to 5.8 million dollars in 2000 and stabilizing at 5.3 million dollars in 2001 and 2002 (Table 3, Annex I). However, resources would be allocated in the first instance to the highest-priority activities, including human resource development (through girls' education) and rural development



(particularly rural forestry). As stated in the abstract of this document, all WFP commitments would be subject to the availability of resources. The level of such availability for Ghana is not expected to exceed a total of 20 million dollars.

Resource allocation for the Country Programme

20. The Country Programme would require 46,755 tons of food commodities (36,595 tons of cereals and 10,160 of non-cereals, as shown in Table 4 of Annex I), with an estimated cost to WFP of 28 million dollars. Government costs are estimated at eight million dollars. However, given Ghana's status as an LIFDC and the expected level of resources in this category, the proposal is for the Board to approve 70 percent of these requirements. This adjustment would have implications for the ultimate composition of the programme and/or the phasing-in mechanism as described above, which would be discussed between the Government and the WFP country office.

Co-funding and implementation capacity

21. The main source of co-funding for programme implementation is expected to come from the Government for items such as labour costs, food transport, storage and handling costs, and some capital expenditure. Depending on the particular activity, WFP food assistance would serve as a complement to the activities of other donors.
22. Programme coordination capacity exists at the national level through relevant Government ministries. Additional coordination capacity resides with local and international NGOs and with grass-roots community associations, which will be tapped to promote project implementation. Regional and district-level implementation is possible through the decentralized local government machinery.

Country Programme preparation process

23. The evaluation report on WFP activities in Ghana in 1993 recommended new directions for WFP food assistance to the country, in the light of changes since 1983 in the country's material and policy context. These new directions, including the targeting of food aid to food-deficit regions and to food-insecure and impoverished populations, were expressed in the CSO which was discussed by the Executive Board at its Third Regular Session of 1996 and are covered by the present CPD. The latter was prepared with the Ministries of Finance, Food and Agriculture, Roads and Transport (Department of Feeder Roads), Education, Health, Lands and Forestry, and with the Ministry of Local Government (through the regional coordinating councils for the Upper East and Northern administrative regions), as well as with United Nations agencies.

Description of Country Programme activities

24. Country Programme activities are grouped under two subtitles; namely, Development of Human Resources and Rural Development. Details of the individual programme activities under these categories follow.



DEVELOPMENT OF HUMAN RESOURCES

Activity One: Ghana 4932: Supplementary feeding, and health and nutrition education (ongoing)

25. **Strategic focus.** The strategic focus is to supplement the diet of malnourished pre-school children, and to encourage expectant and nursing mothers and the mothers of malnourished children to attend nutrition education sessions.
26. **Problem analysis.** Malnutrition is a serious problem among infants and children in Ghana. The national nutrition survey (1986) showed that 58.5 percent of children under five years old were underweight, 40.3 percent were wasted and eight percent were severely malnourished, with the situation in the three northern regions being the most severe. The major causes of child malnutrition are low energy and protein intake linked to inappropriate weaning practices. Malnutrition among women is also a major health problem, particularly during pregnancy. Most expectant and nursing mothers tend to be anaemic due to low dietary-iron intake.
27. **Objectives and intended outcomes.** The long-term objective of the project is to improve the nutritional status of children and expectant and nursing mothers, and to support government efforts to improve the coverage of primary health care and nutrition services. The immediate objectives include the improvement of the diet of children under five in deprived areas, and the training of expectant and nursing mothers and the mothers of malnourished children in basic nutrition and health practices. The intended outcome is to provide supplementary feeding to 24,000 malnourished children, and basic nutrition and health education and take-home rations to 14,400 mothers annually.
28. **Role and modalities of food aid.** WFP food assistance will serve as a nutritional supplement to malnourished pre-school children attending community health and nutrition centres (CHNCs) and serve as an incentive to expectant and nursing mothers to attend health and nutrition education sessions.
29. **Implementation strategy.** This activity is being implemented under the overall responsibility of the Ministry of Health. A Project Secretariat has been established within the Nutrition Division of the Ministry with responsibility for the overall implementation and coordination of the project within the country. The regional and district departments of the Nutrition Division are responsible for project activities within their respective regions and districts. These activities include surveillance; growth monitoring of children and regular checks on their nutritional status; nutrition and health education for mothers; and food management. Communities benefiting from the programme are selected on the basis of high rates of malnutrition among vulnerable groups, their location in a food-deficit area and the willingness of the community to participate in project activities.
30. **Beneficiaries and intended benefits.** The annual targets of the project include a total of 24,000 malnourished children, who are provided with daily cooked rations, and 14,400 expectant and nursing mothers and the mothers of malnourished children who are given monthly dry rations. The families of these mothers are indirect beneficiaries. Intended benefits include periodic health attention by visiting health staff, immunizations, and health and nutrition education.
31. **Support, coordination, and monitoring and evaluation (M&E) arrangements.** The national and regional nutrition divisions ensure necessary coordination with other divisions of the Ministry of Health under the umbrella of the regional health management teams



(RHMTs) and district health management teams (DHMTs). M&E procedures have been established. Primary indicators have also been established under the M&E system. Procedures have been put in place for reporting by communities to districts, districts to regions, and regions to the Government and WFP.

32. **Cost estimate.** Activity One costs are 5.5 million dollars for WFP and 1.2 million for the Government. The project requires a total of 12,894 tons of commodities, of which 4,034 tons has been supplied. On account of slow utilization, the project might extend to the year 2000, but no additional commodities would be needed.

Activity Two: Human resource development in Ghana's northern savannah areas—Education of girls

33. **Strategic focus.** In 1996, the Government of Ghana adopted the Free Compulsory Universal Basic Education (FCUBE) Programme which aims at making primary education free and compulsory for all school-age children by the year 2005. WFP assistance will complement the Government's efforts in achieving this goal.
34. **Problem analysis.** The northern savannah area has the lowest gross enrolment ratios for primary education in Ghana (an average of 49.5 percent in the three regions, compared to the national average of 77 percent in 1992). The percentage of girls enrolled in primary school is 33 percent, compared to 66.9 percent for boys (national averages are 67 percent for girls and 80 percent for boys). Factors known to impede the participation of girls in schooling include the inability of parents to pay for the education of all their children, leading to giving preference to boys' education, and parents' perception of superior returns from boys' education.
35. **Objectives and intended outcomes.** The long-term objective of the project is to contribute to the development of human resource potential in the project area and to the country's social development programmes, specifically those covering the development of girls. Education of the girl-child is also expected to lead to a slow-down in the growth of the population, as this will avoid child marriages and teenage pregnancies, as well as strengthening women's capacity to decide upon the family size. The immediate objective is to achieve an annual increase of five percent in the project districts in girls' enrolment in primary-level educational institutions—both primary (1-6) and Junior Secondary School (JSS).
36. **Role and modalities of food aid.** WFP food assistance in the form of take-home rations will serve as an incentive for parents to enrol and keep their daughters in school. Each girl-pupil will receive two kilograms of vegetable oil and eight of cereals (maize or millet) per academic month attended.
37. **Implementation strategy.** The Ministry of Education (MOE) will be responsible for project implementation, and will ensure that districts and schools with the lowest enrolment ratios for girls are selected. The MOE will also ensure that all girls enrolled in primary-level institutions (both primary and JSS) in the project districts benefit. The MOE will appoint a full-time Project Coordinator, based in Accra, to be responsible for overall project coordination. A District Coordinator for each district will also be appointed.
38. Food commodities will be released on a quarterly basis from the project's central warehouse in Accra/Tema to MOE district warehouses, from where monthly allocations will be made to participating schools. The MOE will ensure that adequate storage space is provided in each school for the above purpose. Each school will be expected to appoint one or two staff members to receive food and supervise its distribution, and prepare monthly



reports, in return for which they will receive incentives to be determined and made available by the MOE.

39. **Beneficiaries and intended benefits.** A total of 45,000 girls (about 30 percent of total primary and junior secondary school enrolment for girls in the three regions—15,000 girls per region—will receive monthly rations of maize or millet and oil (nine months a year for five years). Intended project benefits include an increase in the enrolment and retention of girls at the primary level, and the income transfer represented by the dry rations provided to families. The current market value of the ration is six dollars. Education for these girls will have a long-term impact on the development of the country, through higher productivity, lower fertility rates and improved health for the population.
40. **Support, coordination, and M&E arrangements.** WFP assistance will complement assistance from the World Bank, UNICEF and other donors funding the FCUBE Programme. Through project management, the MOE will initiate monitoring and reporting activities on the project. Achievement and progress in relation to project objectives will be assessed through periodical reports.
41. A mid-term evaluation will be necessary to establish whether project objectives are being achieved or whether modifications are necessary. In particular, the mid-term evaluation should establish the effect of the provision of rations in some schools on the attendance of girls in those schools not comprised in the FCUBE Programme. The evaluation should also assess the effect of the food incentive for girls on boys' attendance in school.
42. **Cost estimate.** Activity Two requires 14,600 tons of cereals (maize or millet) and 3,650 of vegetable oil. The estimated costs are 9.9 million dollars for WFP and 1.6 million dollars for the Government. The project outline, based upon pre-appraisal, is under preparation (July 1997), and full appraisal is scheduled to take place in September 1997. The project is planned to come on stream in mid-1998.

Activity Three: Skills training/Income-generating activities

43. **Strategic focus.** The strategic focus is to help rural and urban unemployed youth (including street children and young adolescent females) to acquire trade skills.
44. **Problem analysis.** Communities, particularly those in rural settlements, suffer considerable damages each year when the poorly-constructed shelter units collapse due to the adverse effects of rain, wind and sunshine. Construction materials used to build these structures are largely local materials in their raw state. The problem is further aggravated by the fact that indigenous construction skills are rudimentary and inefficient. Similarly, in the metropolitan areas of Accra, Kumasi and Takoradi, there is currently a mass of unemployed youth (including young adolescent females), who are mostly school drop-outs, have no employable skills and are exposed to all sorts of social vices.
45. **Objectives and intended outcomes.** The long-term objective of the project is to reduce the level of unemployment among young school leavers and drop-outs and equip these young people with the means to support themselves economically in the future. Another long-term objective is to improve housing conditions, in both rural and urban areas, through ready availability of construction skills. The immediate objectives include the training of 24,000 young school leavers (4,800 per annum), including street children and young adolescent females, in marketable skills such as masonry, carpentry, plumbing, electrification and painting, food processing, dressmaking, soap-making and hairdressing. The intended outcomes include employment generation, improvement in the economic situation of the project beneficiaries and their families, enhancement of construction skills, and an increased



availability of housing facilities. Training activities for unemployed urban youth will start on a pilot basis and gradually be expanded based upon the results.

46. **Role and modalities of food aid.** WFP food assistance will serve as a direct income transfer to trainees. On completion of training, each trainee will also be provided with the equivalent of a three-month dry ration to cushion against the effects of any long wait for employment, as well as basic tools to enable them to start income-generating activities.
47. **Implementation strategy.** This activity will be coordinated by the National Vocational Training Institute (NVTI) with strong support from the Department of Rural Housing (DRH) of the Ministry of Works and Housing (MWH) for the construction skills component; and the National Council on Women and Development and other NGOs, for the non-construction skills component. The skills training facilities of the NVTI and the DRH, located in Accra and other regional capitals, will be used. Day-to-day project coordination will be overseen by a Project Management Committee (PMC), which will have representatives from the NVTI, DRH, the Ministry of Employment and Social Welfare and local NGOs, and will be headed by a Project Coordinator. The PMC will also include representation from NGOs catering to the needs of street children.
48. **Beneficiaries and intended benefits.** Direct beneficiaries will include a total of 24,000 trainees (4,800 per annum) comprising young unemployed school leavers, young adolescent females and street children, who will be provided with cooked meals during training and a "separation" food package on completion. Indirect beneficiaries will include families of these children, who will otherwise have to bear the costs of feeding their wards while they undergo training. Intended benefits include the ready availability of trade skills, employment opportunities and improvement in the income capacity of the young people.
49. **Support, coordination, and M&E arrangements.** WFP and UNFPA will collaborate on this activity, with UNFPA likely to meet project preparation costs and the costs of some non-food items. Assistance from both agencies will complement the Government's efforts in skills training and youth employment programmes. The NVTI, through project management, will initiate monitoring and reporting activities and ensure coordination of activities among various stakeholders, including donors, Government agencies and NGOs (the latter in relation to selecting street children to join the scheme). The project will be evaluated at the mid-term stage to establish whether project objectives are being met.
50. **Cost estimate.** Activity Three requires 3,410 tons of cereals, including 760 tons of rice, 2,650 of maize or millet, and 985 tons of non-cereals, at a total estimated cost to WFP of 3.1 million dollars. This figure includes 500,000 dollars to cover 50 percent of the costs for the purchase of construction tools and equipment for trainees. Government costs are estimated at 1.2 million dollars. The project will be pre-appraised by December 1997; this will be followed by the preparation of a project outline and full appraisal by June 1998. The project is planned to come on stream in mid-1999.

RURAL DEVELOPMENT

Activity Four: Participatory rural forestry in Ghana's northern savannah areas

51. **Strategic focus.** The strategic focus is to: a) improve the food security of poor rural dwellers working on rural forestry schemes in remote communities in the northern savannah and rural coastal areas; and b) improve the income-earning capacity and environmental



awareness of rural farmers and their families, through the production of fast-growing forest and fruit trees and other agroforestry crops.

52. **Problem analysis.** Depletion of tree cover in Ghana has had a negative impact on agricultural productivity and the environment, especially in the rural savannah area where there is a strong correlation between population density, land-use patterns, the rate of deforestation and the incidence of poverty. The involvement of rural populations in forestry is a practical and viable solution for redressing the problem. These communities, however, lack appropriate technologies and resources for reducing their dependence on indiscriminate grazing of livestock and shifting cultivation, and for controlling deforestation and preventing soil erosion, while meeting their increasing demand for fuelwood and agroforestry products.
53. **Objectives and intended outcomes.** The long-term objective is to expand the forested area and ensure environmental conservation in the more densely populated and denuded areas of the savannah lands. The immediate objectives are to afforest degraded land in the northern savannah area and to transfer responsibility for rural forestry to local communities. Involvement of rural populations in forestry activities (through participatory planning, management and extension) is expected to have the greatest impact on increasing tree stocks in Ghana, while at the same time supplementing the incomes of the rural communities and households concerned.
54. **Role and modalities of food aid.** Food aid will complement the free planting material and training provided by the Government and will create the necessary incentive for the rural poor to invest their time and resources in adopting new forestry and agroforestry practices aimed at reducing their reliance on monocrop production. Food aid will also constitute additional income/savings for households whose average food consumption costs absorb some 70 percent of family income; some of this food is purchased from markets which are in most cases highly fragmented and unstable.
55. **Implementation strategy.** The Ministries of Land and Forestry (MLF) and of Food and Agriculture (MOFA) will be responsible for coordination of project activities. A Project Implementation Committee (PIC) was established in 1987 with World Bank support, to coordinate projects implemented jointly by the two ministries. The PIC will continue to be responsible for institutional coordination at the policy level and for periodic monitoring of project activities. Project implementation, however, will be at the district level through district implementation committees, to be comprised of representatives of the district assembly, district forestry and agriculture officers, and representatives of local NGOs.
56. **Beneficiaries and intended benefits.** Direct beneficiaries will total about 10,200, including an estimated 9,500 rural farmers, and 700 technical supervisors and extension officers employed for 110 days a year for five years (as an incentive to permit them to do field work). A total of 21,600 junior-secondary and secondary students will receive practical instruction (but no food assistance) in tree planting and maintenance. For municipal schemes, priority will be given to the unemployed and landless and, within this group, to women heads of household. Benefits will include job creation, a more focused and productive use of surplus farm labour, and contributions to the family diet. In the long term, afforestation and reforestation will improve the environment as well as the agricultural productivity, economic status and general living conditions of farmers involved in the project.
57. **Support, coordination, and M&E arrangements.** Existing arrangements between MOFA and the Forestry Department will be continued with MOFA, (through its Crop Services Department (CSD)), responsible for monitoring and reporting on the agroforestry component, and the Forestry Department, (under its Rural Forestry Division (RFD)), and the



Game and Wildlife Department (WD) responsible for the same with respect to the forestry and strip-plantation components. The RFD will compile data from all three institutions and will submit to WFP consolidated quarterly progress reports (QPRs) and project implementation reports (PIRs).

58. An interim evaluation will be undertaken mid-way through project implementation, with the involvement of multilateral and bilateral agencies, to evaluate project performance and to assess changes in key indicators, such as the area planted, crop yields/diversity, size of landholdings, number of extension agents trained by gender, use of credit, and levels of income and savings.
59. **Cost estimate.** Activity Four is expected to require 9,600 tons of cereals (maize or millet), and 1,630 of non-cereals (pulses, canned fish and vegetable oil). The estimated cost is 7.2 million dollars for WFP, including non-food items, and 1.6 million dollars for the Government. The project outline, based upon pre-appraisal and a rapid rural appraisal conducted in May 1997, is under preparation (July/August 1997), and full appraisal is scheduled to take place in November/December 1997. The project is planned to come on stream in mid-1998.

Activity Five: Rural infrastructure development in the northern savannah and rural forest areas of Ghana

60. **Strategic focus.** The strategic focus is to: a) promote the concept of ownership of feeder roads, by involving local communities in the maintenance of roads; b) improve food security among rural farmers working to construct and rehabilitate dams in drought-prone, food-deficit areas within the project area; and c) construct hygienic food-storage facilities to avoid post-harvest losses.
61. **Problem analysis.** The northern savannah area (apart from a few food-surplus districts in the Northern administrative region), and the rural forest area (basically pockets of the Volta, Central and Western administrative regions) are basically food-deficit. Obstacles to food self-sufficiency in these areas span both ecological and physical factors, including poor soils, uneven and erratic rainfall patterns, and poor transport infrastructure which affects the movement of agricultural inputs and produce. For example, of the total length of 5,164 kilometres of feeder roads (21 percent of the total national length), in 1995 only 1,188 kilometres were in good condition in the northern savannah area. In addition, small producers are forced to resort to distress sales due to lack of appropriate storage capacity, while the poor state of existing storage conditions leads to high post-harvest losses.
62. **Objectives and intended outcomes.** The long-term objectives of Activity Five are to increase agricultural production, reduce post-harvest losses, and enhance rural incomes through improvement of the rural infrastructure. The immediate objectives are to improve the feeder road network in the six regions, through the regular maintenance of 1,000 kilometres of existing feeder roads per annum; to increase farm-level storage capacity in the Brong Ahafo, Northern, Upper East and Upper West administrative regions, through the construction of storage facilities, up to a total capacity of 6,000 tons; and to increase the availability of water for agricultural and domestic use, through the development of 20 dams to irrigate about 2,000 hectares of agricultural land. The intended outcome is greater agricultural production, better producer prices and a reduction in post-harvest losses.
63. **Role and modalities of food aid.** Food assistance to labourers engaged in the construction of feeder roads and storage facilities will serve as an income transfer to the beneficiary households, whose average food consumption costs absorb most of the family income. Food



aid will also serve as an incentive for beneficiary farmers to engage in the dam construction activities. Labourers working on all three project components will receive the same rations. Skilled labour may have to be paid some cash wages over and above the daily food rations.

64. **Implementation strategy.** The Department of Feeder Roads (DFR) and MOFA will coordinate policy with regard to project implementation. At the district level, each District Administration will appoint a Project Implementation Committee (PIC) comprised of district representatives of the two government departments to be in charge of project implementation in the region. Representation on the PIC will also include membership from the district assembly, local NGOs and other grass-roots organizations. The PIC will be headed by a District Coordinator (either the District Feeder Roads Engineer or the Agricultural Officer), who will report to the Project Secretariat in Accra. Each PIC will be responsible for initiating the monitoring and reporting activities of the project within the district. With regard to the participation of women in project activities, the DFR/MOFA officers will ensure that at least 60 percent of labourers engaged in the road and dam components are women. Efforts will also be made to train the women participants to assume the role of supervisors and managers; at least 60 percent of the trainees in all job categories will be women.
65. **Beneficiaries and intended benefits.** Direct beneficiaries include some 1,500 labourers to be employed on the feeder roads maintenance component of the project. Other direct beneficiaries include some 1,300 artisans and labourers to be engaged in the construction of storage facilities. Another 1,000 beneficiary farmers will be engaged in the dam construction activities and 150 technical supervisors (100 from the DFR and 50 from the IDA) will also benefit from food assistance. The food supplement to the technical supervisors is designed to serve as an incentive for the supervisors to relocate to project areas and alleviate any possible food procurement problems due to the poor functioning of markets in some of these areas. Anticipated project benefits include job creation, an improved feeder road network and better storage facilities to help reduce post-harvest losses, and the availability of water throughout the year for both farming and domestic purposes.
66. **Support, coordination, and M&E arrangements.** This programme will complement the National Feeder Roads Rehabilitation Project, funded by the World Bank, the Danish International Development Agency (DANIDA) and other donors, and implemented by the Department of Feeder Roads; and the ASIP (for storage facilities), also funded by the World Bank, and implemented by the ASIP Project Secretariat under MOFA. Project management will initiate monitoring and reporting activities. Project authorities will monitor and report on activities related to food distribution and the achievement of physical targets. The WFP country office will coordinate reports on all monitoring indicators. Project impact will be measured after two years.
67. **Cost estimate.** Activity Five requires a total of 4,020 tons of food commodities, comprised of 3,200 tons of cereals (maize or millet) and 820 of non-cereals (pulses, canned fish and vegetable oil). The estimated costs are 2.6 million dollars for WFP and 2.9 million dollars for the Government. The project is to be pre-appraised by December 1997, followed by the preparation of a project outline and full appraisal by March 1998. It is planned to come on stream in January 1998.

Programme prioritization and phasing-in mechanism

68. The phasing-in strategy, from which the programme costs and commodity requirements are derived, is based on two activities (i.e., Education of girls and Participatory rural forestry). Both activities come on stream by mid-1998; Activity Five on rural infrastructure development is expected to come on stream at the beginning of 1999, and Activity Three



on skills training to come by mid-1999. However, no activities will be started until government funding has been secured and food availability is confirmed.

Justification for WFP food assistance

69. The cost to WFP of a daily FFW family ration is 0.8 dollars (based on the proposed basket of four commodities). The local value of this ration is 1.28 dollars, which gives an alpha value of 1.6 and makes a strong case for justifying food assistance (see Table 5 of Annex I for details).

Assumptions on the policy environment, national institutions and assistance partners

70. The success of the proposed programme will depend on an effective system of coordination between various government agencies and also on the pace of the Government's decentralization policy, especially with regard to the effective delegation of fiscal and supervisory authority to regional and district administrations. Variations in bilateral commitments may also affect the achievement of programme objectives, especially in those projects where WFP activity is intended as a complement to the activities of other donors.

Risks and essential conditions related to implementation of the Country Programme

71. Successful implementation of the Country Programme will depend crucially on the Government's increased interest in food-assisted development and its commensurate commitment of funds to meet costs of materials, programme supervision, monitoring and reporting, and to meet its share of the food logistics costs. In view of the pressure on WFP resources and the limited financial capacity of the Government with respect to counterpart contributions, it is recommended that WFP scale down the level of its assistance to Ghana to 20 million dollars as compared to the amount of 35 to 40 million dollars proposed in the CSO.

PROGRAMME MANAGEMENT PROCESS

Appraisal

72. Programme activities indicated in the Country Programme were proposed during the formulation of the CSO by the Government in consultation with the WFP country office. Adequate institutional arrangements are in place to carry out the WFP appraisal of these activities. In this respect, the WFP project cycle will be maintained with WFP appraisal missions supported by local consultancies. The WFP Country Director will oversee the appraisal process. Government involvement will be required in all aspects of the appraisal process, especially with regard to the review of mission terms of reference and reports. With regard to pre-appraisals, local expertise (where available) will be used as much as possible.

Programme implementation

73. **Assessment of WFP country office staffing.** The capacity of staff in the WFP country office is adequate to deliver the new programme. However, training in programme management, participatory planning techniques, and gender analysis and planning is



recommended for the national officers and international staff, and training in accounting is advisable for the financial officers.

Coordinating and executing authorities

74. The Ministry of Finance, through its International Economic Relations Division (IERD), is responsible for national policy matters and guidance on future directions of external aid, including food aid to Ghana. A Country Programme Advisory Committee (CPAC), with the Chairmanship of the Minister of Finance (or his/her nominee), is proposed to meet twice yearly to consider policy issues and discuss the implementation of the CP. It is suggested that membership of the CPAC include programme beneficiary departments, the United Nations Resident Coordinator, representatives of co-funding agencies and donors, participating NGOs and the WFP Country Director.
75. At the operational level, a meeting of the WFP Project Coordinators' Forum (PCF) will be held every quarter, with the joint chairmanship of the WFP Country Director and the Deputy Minister of Finance (or Chief Director), to discuss operational issues. Attendance at the PCF meetings will be open to all project coordinators and their assistants, and project accountants of WFP operational projects. A summary of PCF meetings will be presented to the bi-annual CPAC meetings.
76. **Involvement of participants.** Efforts will be made to ensure the participation of project beneficiaries in the planning and management of project activities. All of these activities require decision and initiative at the community level. Project authorities will ensure that local communities define their needs and that these are incorporated in annual project workplans.
77. **Gender considerations.** These have been paramount in the formulation of the CP, in line with WFP's aim to increase the number of female beneficiaries of each operational project to at least 60 percent. Activity One is 100 percent targeted to girls, while the majority of beneficiaries under the other proposed activities are expected to be women. The WFP country office has also prepared an action plan to promote and monitor the role of women in WFP's activities from 1996 to 2000.
78. **Complementary inputs.** Government matching funds are estimated at eight million dollars to complement WFP's commitment of 20 million dollars. Government matching funds include costs for labour, maintenance and materials for road improvement, construction of storage facilities, dam construction, and food management.
79. **Food logistics arrangement.** WFP commodities will be delivered at WFP's expense to the ports of Tema or Takoradi. The Government will take responsibility, through the relevant project authorities, for the receipt, landside transport, storage and handling (LTSH), and eventual allocation of the food commodities for distribution to beneficiaries. In cases where commodities are to be purchased locally, this will be done according to WFP regulations. Borrowing of commodities among activities may be authorized against confirmed allocations.
80. **Monetization arrangements and generated funds.** None of the activities included in the CP involve the monetization or the generation of local funds.
81. **Annual work targets and resource allocation.** The WFP country office, in consultation with the agencies concerned, will prepare annual workplans for each basic activity, based upon the indicative resource availability. The workplan for Activity One will depend upon the primary-level academic programme of the Ministry of Education, while the workplans of activities Two and Three with FFW components will be based upon the workplans of



implementing departments. Resources permitting, WFP food allocations will conform to these annual workplans. These allocations will be made in-country when the annual level available to the CP is known.

Programme monitoring and audit

82. **Institutional arrangements.** WFP projects in Ghana follow WFP's standard reporting system. Routine reporting is the responsibility of project authorities, with WFP staff reviewing reports and conducting field missions. The CPAC will be responsible for monitoring progress on the achievement of CP objectives. Each project's plan of operations will specify the specific institutional arrangements for monitoring and reporting, and audit requirements for all resources allocated to the project.
83. **Key indicators, and types and frequency of reports.** The monitoring system measures project inputs (including the supply and utilization of WFP food commodities) and outputs, in terms of the achievement of physical targets. The two basic reports issued by project management are food utilization reports (prepared quarterly) and project implementation reports (prepared bi-annually). The latter is a record of a project's physical achievements over the reporting cycle. Key indicators include, for example: gender participation in project activities; greater enrolment of girls in primary-level institutions; increased household food security; income transferred through food aid; additional kilometres of rural roads rehabilitated; extra storage capacity created; and increased agricultural output. Again, each project's plan of operations will specify the key indicators for monitoring that particular project.

Programme adjustments and supplementation

84. The WFP country office will supervise all activities in the CP on the basis of quarterly progress reports on food distribution and bi-annual project implementation reports on physical achievements, and also on the basis of regular monitoring visits to project sites. In this regard, the WFP Country Director will review resource levels annually.

Evaluation

85. Arrangements for in-built evaluation will be included within each activity. This will include a mid-term evaluation for each operational project to review such issues as project design, management, financing and monitoring, and highlighting such issues as coordination, targeting, gender concerns, beneficiary participation and sustainability. The mid-term evaluation will therefore serve to indicate whether project objectives are being met, or whether corrective measures will be needed to realign outputs and project objectives.
86. Terminal evaluations will also be conducted for selected projects to indicate their impact on their respective sectors and areas. Specific impact evaluations will be conducted for the Education of girls project and the Skills training project. A detailed and formal evaluation of the Country Programme will be undertaken during the year 2000, prior to the end of the CP period, in order to assess its impact on women and the poor. The critical lessons learned will provide the basis for the formulation of the next Country Programme.



ANNEX I

TABLE 1

PRODUCTION OF SELECTED CROPS AND DOMESTIC FISH CATCH ('000 tons), 1986-1995										
	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995
Cereals	866.7	1 057.4	1 146	1 183.	845	1 436	1 254	1 645	1 586	2 012
Maize	559.1	597.7	751	715	553	931	730.6	961	934	1 135
Rice	69.6	80.7	95	73.7	81	151	131.5	157.4	162.3	250
Millet	110	173	139	180	75	113	133.4	198.1	167.8	234
Guinea corn	128	206	161	215	136	241	258.8	328.3	323.9	393
Starchy staples	6 017	6 000	6 815	6 840	5 208	10 806	10 276	11 250	10 346	12 675
Cassava	2 876	2 725.8	3 300	3 320	2 717	5 707	5 662	5 973	6 025	6 994
Cocoyam	1 006	1 012	1 115	1 200	815	1 297	1 202	1 236	1 146	1 443
Yam	1 046	1 185	1 200	1 280	877	2 636	2 331	2 720	1 700	2 316
Plantain	1 086	1 078	1 200	1 040	799	1 176	1 082	1 322	1 476	1 922
Fish	324	386	361	347	377	380	429	371	320	451

Source: Ministry of Food and Agriculture.

TABLE 2

POVERTY INDEX BY ADMINISTRATIVE REGION			
Region	1987/88	1988/89	1991/92
Western	17.4	29.1	39.1
Central	50.4	41.7	27.4
Greater Accra	11.1	23.6	22.8
Eastern	34.9	46.9	25.6
Volta	51.8	56.0	31.1
Ashanti	42.5	41.3	22.1
Brong Ahafo	31.3	27.5	40.5
Northern	47.3	68.7	42.4
Upper West	58.5	55.2	55.8
Upper East	60.5	50.1	32.5
All regions	36.9	41.8	31.4

Source: The pattern of poverty in Ghana 1988-1992. Ghana Statistical Service (November 1995).



TABLE 3

ANNUAL WFP COSTS (MILLION DOLLARS) AND PROGRAMME COMMODITY REQUIREMENTS (TONS) ¹ 1998-2002												
	1998		1999		2000		2001		2002		TOTAL	
	Quant.	Cost	Quant.	Cost	Quant.	Cost	Quant.	Cost	Quant.	Cost	Quant.	Cost
Activity One	4 430	2.5	3 544	2.0	886	0.5	-	-	-	-	8 860	5.0
Activity Two	2 050	1.1	4 050	2.2	4 050	2.2	4 050	2.2	4 050	2.2	18 250	9.9
Activity Three	-	-	630	0.44	1 255	0.88	1 255	0.88	1 255	0.88	4 395	3.08
Activity Four	1 250	0.8	2 495	1.6	2 495	1.6	2 495	1.6	2 495	1.6	11 230	7.2
Activity Five	-	-	1 005	0.64	1 005	0.64	1 005	0.64	1 005	0.64	4 020	2.56
Total	7 730	4.4	11 724	6.88	9 691	5.82	8 805	5.32	8 805	5.32	46 755	27.74 ¹

¹ Based on the planned phasing-in strategy. See also the footnote to Table 4.

TABLE 4

COMMODITY REQUIREMENTS IN TONS FOR FIVE-YEAR PERIOD							
	Rice	Maize/ Millet	Pulses Fish	Canned Oil	Veg	Sugar	Total
Current Commitments							
Activity One: Ghana 4932 - Supplementary feeding, and health and nutrition education (ongoing)	5 037	748	1 572	-	835	668	8 860
Core Activities							
Activity Two: Education of girls	-	14 600	-	-	3 650	-	18 250
Activity Three: Skills training/income-generating activities	760	2 650	470	160	250	105	4 395
Activity Four: Participatory rural forestry	-	9 600	700	500	430	-	11 230
Activity Five: Rural infrastructure development	-	3 200	340	260	220	-	4 020
Total	5 797	30 798	3 082	920	5 385	773	46 755 ¹

¹ These figures will be adjusted downwards, after consultations between the Government and the WFP country office, in order to remain within the expected level of WFP resources.



TABLE 5

CALCULATION OF ALPHA VALUE FOR FFW ACTIVITIES				
Proposed daily rations	Maize/millet	Pulses	Canned fish	Veg. oil
(i) Individual ration (grams)	500	40	30	25
(ii) Family ration (grams)(3X (i))	1 500	120	90	75
FOB prices (dollars per ton)	185	450	2 400	900
c.i.f.(130 percent of FOB dollars per ton)	240.5	585	3 120	1 170
(iii) Cost to WFP of family ration (0.8 dollars)	0.36	0.07	0.28	0.09
Local costs (in project areas) - dollars per ton	535.6	856	3 150	1 338
(iv) Value of family ration (1.28 dollars)	0.8	0.1	0.28	0.1
Alpha value (iii)/(iv)	1.6			



ANNEX II

PROGRAMME BUDGET (in dollars)

Activity One: Ghana-4932/Supplementary feeding, and health and nutrition education (ongoing)

i) Commodities: cereals: 5 785 tons; non-cereals: 3 075 tons	
- food cost	3 546 880
ii) External transport - 30 % of food cost (imports only)	1 107 501
iii) LTSH	Nil
iv) Direct costs (NFIs \$80,000; monitoring \$20,000)	100 000
v) Indirect costs - 13.9 % of (i) - (iv)	612 672
Total WFP costs (approx.)	5 000 000
Government costs	700 000

Activity Two: Education of girls

i) Commodities: cereals: 14 600 tons; non-cereals: 3 650 tons	
- food cost	7 665 000
ii) External transport - 30 % of food cost (imports only)	985 500
iii) LTSH	Nil
iv) Direct costs (monitoring)	50 000
v) Indirect costs -13.9 % of (i) - (iv)	1 209 369
Total WFP costs (approx.)	9 900 000
Government costs	1 600 000

Activity Three: Skills training/Income-generating activities

i) Commodities: cereals: 3 140 tons; non-cereals: 985 tons	
- food cost	1 910 050
ii) External transport - 30 % of food cost (imports only)	264 015
iii) LTSH	Nil
iv) Direct costs (NFIs, \$500,000; monitoring \$50,000)	550 000
v) Indirect costs -13.9 % of (i) - (iv)	378 645
Total WFP costs (approx.)	3 100 000
Government costs	1 200 000

Activity Four: Participatory rural forestry

i) Commodities: cereals: 9 600 tons; non-cereals: 1 630 tons	
- food cost	4 817 000
ii) External transport - 30 % of food cost (imports only)	476 100
iii) LTSH	Nil
iv) Direct costs (NFIs including seedlings, vehicles, protective clothing, \$1 million; monitoring \$50,000)	1 050 000
v) Indirect costs - 13.9 % of (i) - (iv)	881 690
Total WFP costs (approx.)	7 200 000
Government costs	1 600 000



PROGRAMME BUDGET (in dollars)

Activity Five: Rural infrastructure development

i) Commodities: cereals: 3 200 tons; non-cereals: 820 tons	
- food cost	1 952 000
ii) External transport - 30 % of food cost (imports only)	246 600
iii) LTSH	Nil
iv) Direct costs (monitoring \$50,000)	50 000
v) Indirect costs -13.9 % of (i) - (iv)	312 555
Total WFP costs (approx.)	2 560 000
Government costs	2 900 000

Programme Summary

i) Commodities: cereals: 36 595 tons; non-cereals: 10 160 tons	
- food cost	19 890 930
ii) External transport - 30 % of food cost (imports only)	2 733 045
iii) LTSH	Nil
iv) Direct costs (NFIs, \$500,000; monitoring \$50,000)	1 800 000
v) Indirect costs -13.9 % of (i) - (iv)	3 394 931
Total WFP costs (approx.)	28 000 000¹
Government costs	8 000 000

¹ To be adjusted downwards, as indicated in Tables 3 and 4 of Annex I.

