

برنامج
الأغذية
العالمي



Programme
Alimentaire
Mondial

World
Food
Programme

Programa
Mundial
de Alimentos

**Executive Board
Second Regular Session**

Rome, 16 - 18 May 2001

EVALUATION REPORTS

Agenda item 3

For consideration

E

Distribution: GENERAL
WFP/EB.2/2001/3/2
2 April 2001
ORIGINAL: ENGLISH

SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME—GHANA (1998–2002)

This document is printed in a limited number of copies. Executive Board documents are available on WFP's WEB site (http://www.wfp.org/eb_public/EB_Home.html).

Note to the Executive Board



This document is submitted for consideration to the Executive Board.

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

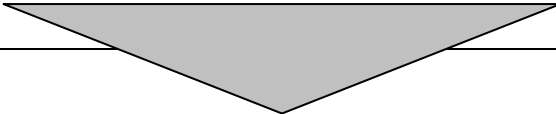
Director, Office of Evaluation (OEDE): Mr A. Wilkinson tel.: 066513-2029

Senior Evaluation Officer, OEDE: Ms S. Frueh tel.: 066513-2033

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).

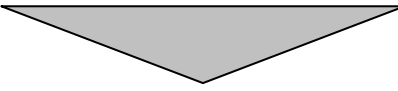


Executive Summary



This evaluation of the Country Programme (CP) in Ghana was intended to help WFP determine the efficacy of its country programming approach in increasing the integration, coherence, focus and flexibility of food aid resources in order to reduce food insecurity and poverty in the country. The evaluation team found that the Country Programme appropriately reoriented food assistance away from the Government's economic recovery and structural adjustment programmes to focus on households in the northern savannah (the poorest region of Ghana) that had been by-passed by these economic reforms. The activities proposed were selected in close consultation with the Government, other United Nations organizations and major donors and were supportive of Ghana's overall development programme. They included girls' education, mother and child nutrition, skills training, afforestation and rural infrastructure development and rehabilitation. The outcomes were expected to include the enhanced status of girls and women; increased skills, employment and incomes of targeted poor households; and physical asset creation, leading to speeded-up economic growth and environmental recovery. The evaluation team concluded that WFP's country programming approach was appropriately employed in developing the CP, but with only modest additional impact, largely because the existing programme had already been developed using the precepts of the approach. The new programme has been slow to start up, for reasons largely unrelated to the CP methodology. Only two of the five proposed activities are presently operational. A third was dropped from consideration early in the programming period, and the fourth and fifth have yet to start up for a variety of reasons.

Draft Conclusion



The Board notes the recommendations contained in this evaluation report (WFP/EB.2/2001/3/2) and notes also the management action taken so far, as indicated in the associated information paper (WFP/EB.2/2001/INF/8). The Board encourages further action on these recommendations, taking into account considerations raised during the discussion.



RATIONALE FOR WFP FOOD AID

1. Ghana is a low-income, food-deficit country (LIFDC) of approximately 19 million people. It is heavily dependent, as are most African countries, on smallholder agriculture for employment and a large share of its export earnings. Its per capita gross national product (GNP) is estimated at the equivalent of US\$390, somewhat above the average for sub-Saharan Africa but well below the US\$988 average per capita GNP for all low-income countries.
2. For nearly two decades Ghana has been viewed as a structural adjustment success story, with an enviable record of steady economic and social progress away from the state of near economic collapse into which it had fallen in the early 1980s. WFP was a significant contributor to that progress, within a set of well-coordinated donor/government economic recovery and structural adjustment programmes that linked food aid to the financial and physical resources of other donors and the Government to achieve major progress.
3. The rationale for WFP food aid in the late 1990s, and today, is that food is the key to bridging the gap between the poor and the development opportunities available. In addition, food production in Ghana has not been keeping pace with population growth. Under these circumstances, food aid from abroad—particularly in the relatively small amounts likely to be provided with WFP's annual programme levels—will not constitute a disincentive to local food production. Since the food was to have been targeted to recipients lacking the ability to grow or purchase enough to satisfy their nutritional requirements—and not even, in fact, their *minimal* requirements—it will not displace market demand to any noticeable extent.

SCOPE AND METHOD OF THE EVALUATION

4. The evaluation¹ reviews the intent of WFP's use of food aid in Ghana as approved in the 1997 Country Strategy Outline (CSO) and the 1998–2002 CP. It also reviews the effectiveness of the CP after two years of implementation, determining the efficacy of WFP's country programme approach in increasing the integration, coherence, focus and flexibility of food aid resources to reduce food insecurity in Ghana. The evaluation took into account more recent policy developments at WFP, such as the Enabling Development policy and WFP's Commitments to Women. Based on its findings, the evaluation team was also to provide guidance to WFP Ghana concerning the development of the new CSO and CP for the period 2001–2005. During its three-week mission to Ghana, the team met with national and local stakeholders (national and provincial Government, donors, non-governmental organizations [NGOs] and beneficiaries) and visited a cross-section of ongoing activities.

¹ The mission visited Ghana 7–25 October 2000, and was composed of a team leader (international food security expert), a community development and gender specialist (national consultant) and a food security expert (international consultant). For part of the time, the mission was also joined by a WFP staff member from the Office of the Deputy Executive Director and a WFP evaluation officer.

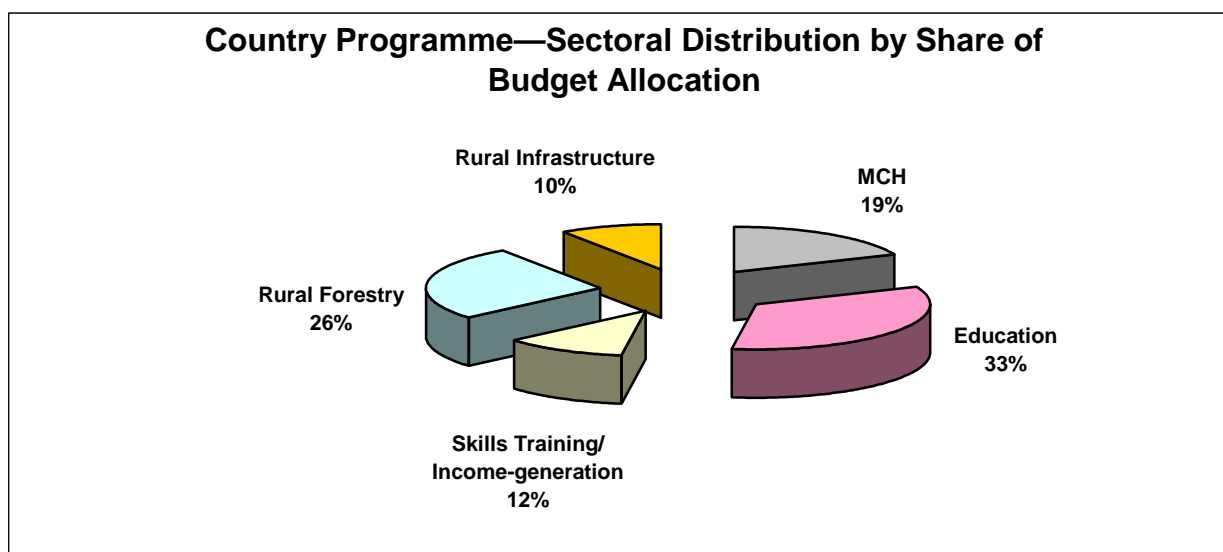


OVERVIEW OF THE COUNTRY PROGRAMME

Strategic Orientation of the Country Programme

5. WFP has had a long history in Ghana of using its food aid resources—in concert with the non-food resources of the Government and other donors—to confront both the causes and the effects of poverty and food insecurity. Starting in the early 1980s, WFP Ghana used food aid in partnership with the World Bank, the International Monetary Fund (IMF), major bilateral donors and the Government to support the economic reform and subsequent structural adjustment programmes in reviving the economy. In the early 1990s, however, a series of natural and man-made disasters caused WFP to devote most of its resources to emergency and protracted relief programmes. By 1995, the disasters had receded, economic reforms seemed to be working and WFP was able to return to a development focus as it drafted its new CSO and CP.
6. The overall economic situation in Ghana in 1995–1996—the period during which the CSO and CP were drafted—was one of improved overall growth, increased availability of basic social services and declining infant mortality and malnutrition, generally. At that time, WFP was ready to turn the focus of its food aid efforts away from direct support of economic reform initiatives and towards those populations that had been by-passed by the economic reform process and structural adjustment programmes: the poorest located in the rural savannahs of the northernmost three regions of the country and those in scattered pockets in the rural forest areas of the south.
7. The Ghana CSO, approved in October 1996, focused WFP food resources on the poorest populations in the northern savannahs. It proposed joining WFP resources with the Government's national poverty-reduction efforts, first in rural development (feeder road rehabilitation and construction, irrigation, land improvement and afforestation), and second, in meeting the food needs of the most vulnerable groups: rural households earning their livelihoods from subsistence agriculture in the northern savannah regions. WFP's programme was to be undertaken in conformance with the priorities of Ghana-Vision 2020, the Government's long-term development plan.
8. The 1998–2002 CP was developed and approved in 1997. It presented a somewhat different strategy from that of the CSO, placing more emphasis on human resources development and less on agriculture and rural development. Its objectives were, in order of priority: (i) developing human skills potential in target regions in the north by enabling more girls to go to school; (ii) continuing supplementary feeding to malnourished mothers and their malnourished infants, primarily in the north; (iii) expanding the forest areas and reducing environmental degradation; and (iv) increasing agricultural production and rural incomes through the rehabilitation of rural infrastructure (feeder roads, irrigation systems and food storage).





Source: EB 3/97.

9. The CSO had focused first on improving and expanding the deteriorated or inadequate physical assets needed to increase the food production and incomes of the poor (82 percent of the proposed portfolio). In addition, the CSO proposed mother and child health (MCH) and skills training (18 percent of the budget). Education was not included. The CP, however, in line with shifting WFP policy emphases, moved the starting point from physical assets to a people-centred approach. Following the recommendations of the Executive Board concerning the targeting of women and girls, it focused on increasing the number of girls able to access basic education (project No. 5995); helping malnourished mothers and their malnourished infants by providing targeted feeding and training in health and nutrition (project No. 4932); and providing skills training for rural and urban youth—together 64 percent of the total CP resources. Activities intended to increase physical assets for increased agricultural and food production and incomes (afforestation, road rehabilitation, irrigation development and food storage) were made a lower priority but were still part of the programme—now only 36 percent of the CP resources.
10. A country strategy must form a bridge between an in-country analysis of poverty and food insecurity that suggests one path, and an agency-wide policy that suggests another. Overall WFP policies in a recipient country must be adapted to the specific factors causing and perpetuating poverty, economic malaise and food insecurity in that country. Any tendency to substitute prescriptive, policy-based approaches for solid, local analysis of the causes of poverty must be avoided. The diagnosis should determine the prescription, not the reverse.

Recommendation

- ⇒ The Operations Department is advised to ensure that country strategies involve a balanced combination of solid, in-country economic, political and social analysis and corporate WFP policy guidance.

Size of the Country Programme

11. While the CSO envisaged a five-year total budget of US\$35–40 million, the CP budget was reduced at the country-office level to about US\$28 million (46,755 tons of food)



because of the Government's concerns over the anticipated low level of 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 CP was subsequently reduced to 32,500 tons of food commodities, estimated at about US\$20 million. This included US\$5 million already committed under ongoing projects and US\$15 million to be committed, subject to the availability of resources.

Activities/Projects and their Relation to the Country Programme

12. The present disposition of CP activities can be summarized as follows:

⇒ **Assistance to Girls' Education in the Northern Savannah Areas** (GHA 5995.00—US\$4.6 million)

13. Initiated in November 1998, this activity provides a monthly ration of 8 kg of maize and 2 kg of vegetable oil to the households of those parents agreeing to allow their daughters to attend school. By the end of its fifth year, this activity will have supported the education of 28,400 girls in the north in primary school—about one quarter of those eligible. In addition, the activity will have enabled another 3,750 girls—13 percent of those eligible—to attend junior secondary school (grades 7–9). Through the second year of the activity, food was being provided to about 11,200 families of girls attending school (87 percent of target).
14. This is a high-priority activity within the CP strategy, and from the perspective of WFP's Enabling Development policy and Gender Focus. It is targeted to the poorest region of the country and attempts to enhance the status of girls and young women in a tradition-oriented culture where girls are often married at age 12 and are not provided the same opportunities for education as are boys. The Ministry of Education and the regional governments are highly supportive. The evaluation team identified three principal issues: (i) the need to smooth further the interface with NGO-sponsored school feeding activities in the same regions; (ii) the need to measure whether or not and to what extent attitudes in beneficiary households have changed regarding the continuing importance of educating their girls, even after WFP food transfers are eventually phased out; and (iii) the lack of progress indicators and monitoring at the "objectives" level. (The measuring of increased school attendance by girls tracks the achievement of *outputs* rather than progress toward *objectives*.) Notwithstanding these and a few minor issues, the activity has been given high priority and should be slightly redesigned and continued in the new 2001–2005 CP.

Recommendation

- ⇒ The country office is advised to focus, particularly in the gender programme, on indicators of progress at the "objectives" level (e.g. improvement in women's incomes, evidence of improved status of women in project areas) in addition to those at the output level (e.g. how many women and children are being fed).

⇒ **Supplementary Feeding and Nutrition and Health Education** (GHA 4932.00—US\$5.5 million)

15. This activity is intended "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 intended outcome is the provision of supplementary feeding to 24,000 malnourished children and basic education and take-home rations to 14,400 mothers annually over the life of the activity. As with girls'



education, supplementary feeding is largely targeted to the northern savannah and a few other areas with high levels of poverty.

16. The evaluation team believes that both the geographic targeting to and the focus on malnourished mothers and their malnourished small children is appropriate. Confronting malnutrition can: have a substantial, long-lasting effect on Ghana's overall economic growth; reduce long-term demands on the health system; and, for those who are appropriately nourished as infants, improve the quality of life. The key is using food aid not only to feed malnourished people but also to help create sustainable organizational capacity to continue and expand efforts to reduce: (i) susceptibility to being malnourished; and (ii) the factors in the economic, cultural, social or political setting that create and perpetuate widespread food and nutritional insecurity.
17. The team is not convinced, however, that this particular activity, as presently designed, will have much lasting effect on reducing the causes of such malnutrition, or even improving the long-term nutritional status of present beneficiaries. The activity is focused largely on symptoms rather than on causes. It feeds the hungry rather than attempting to reduce the causes of their hunger or targeting households in order to help them better withstand those causes after WFP food assistance has ended. At a minimum, there is a need to add a monitoring element to determine whether or not and to what extent the mothers are putting into practice what they have learned at the community health centres. There is also a need to develop "sequential partnering" with those organizations able to provide the missing "sustainability" aspect of WFP's nutritional and training activities, enabling participating mothers to avoid, or reduce the need for, repeat visits to WFP-supported centres.

Recommendation

- ⇒ The country office is advised to redesign the two active projects to improve monitoring of progress toward objectives and strengthen partnering.

Activities under Development

18. The girls' education and supplementary feeding activities focus on human development. A third activity, rural roads rehabilitation, intended to support road construction, was to be undertaken by the Department of Feeder Roads. However, it was cancelled in mid-2000, as it needed a significant cash rather than food component and therefore no longer corresponded to WFP policy. A skills training and income-earning activity proposed in both the CSO and CP was never developed, as no partner could be found.

✦ *Participatory Rural Forestry and Rural Irrigation Development*

19. Two other activities—Participatory Rural Forestry in the Northern Savannah and Rural Irrigation Development in the Northern Savannah—will focus on people-centred asset creation in natural resources and agricultural development. Both are complex projects with multi-donor (including WFP) support and will promote village-based planning and selection of asset-creation activities. The gestation of these projects has been slowed by the need for the Government and the lead donors to reach agreement on major issues exogenous to WFP. While the loan negotiations certainly are the greatest stumbling block for these two activities' taking off, there are a number of additional reasons for the delay: the high turnover of professional staff in the country office, irregular communications flow between the country office and the Government, and the need to interpret and address many new WFP policies. In addition, a temporary slowdown in communications occurred



when, in line with the Programme's decentralization policy, Ghana's main point of reference became the regional cluster in Abidjan.

20. Both asset-creating activities are urgently needed given the decline in economic growth rates in Ghana, the lack of progress in reducing the numbers in absolute poverty (demonstrated in the 1998 Ghana Living Standard Survey), the apparent increase over the last two years in the number of Ghanaians living below the poverty line, and the need to spur agricultural production, food availability, household income and food security generally.

Recommendation

- ⇒ The country office is advised to launch the two new asset-creating activities as soon as the loan negotiations are completed.

ASSESSMENT OF COUNTRY PROGRAMME PERFORMANCE

Integration, Coherence and Concentration

21. In general, the present CP—if all four activities are considered—constitutes a well-integrated, thoughtful and appropriately coherent and concentrated WFP programme in Ghana. Its objectives parallel those of both the Government's overall development philosophy and the assistance strategies of the major donors, in particular those of the various United Nations partner organizations. However, if only the two activities presently being implemented (girls' education and supplementary feeding) are considered, the programme is inadequate in magnitude and focus—assuming that increased food security and decreased extreme poverty and the building of a more resilient economy to resume incomes and employment growth remain WFP's goals. The CP's gender focus is admirable; its likely impact on improving the status of women and girls, however, seems unlikely to be very large or enduring. Its geographic concentration is appropriate, as are its stated objectives.

Appropriate Use of Food Aid

22. In analysing the girls' education activity, the evaluation team met with the families of many of the students being assisted. The families expressed gratitude for the take-home rations they were receiving. School and district officials likewise expressed appreciation. The Government has proposed replacing the vegetable oil component with grain, as the amount of oil provided is said by some to be well in excess of household consumption. The prepared food provided to the mothers and infants at community health centres in the supplementary feeding activity, and the take-home rations given to the mothers, appear appropriate and adequate. The proposed food-for-work (FFW) activities in the two not-yet-started projects (rural forestry and irrigation) are likewise deemed highly appropriate in the Ghana context.

Partnerships

23. The country office has done an extensive job of coordination and collaboration with the Government and other donor organizations in the development and implementation of its existing programme. The CP fits well with the Government's strategy and is being implemented with the full cooperation of the responsible ministries. Likewise, the



programme has been thoroughly reviewed by United Nations colleagues in Accra, and by all major donors. Nonetheless, the CP is not taking full advantage of further partnering options that could help expand its impact and increase its chances for sustainable success. In both the girls' education and supplementary feeding activities, the identification of sequential partners to build on the accomplishments of WFP's inputs could lead to geographic expansion and greater institutional and organizational strengthening, engendering, in turn, a timely and orderly WFP phase-out. As for the rural forestry and irrigation activities yet to begin, WFP's intention to partner those activities with major sectoral loans by the World Bank and the African Development Bank demonstrates a great degree of integration with the Government and partners. However, partnering in this case has also caused most of the start-up delays that were tied to the protracted loan negotiations between the banks and the Government of Ghana.

Recommendation

- ⇒ The country office should become proactive in improving the partnering aspects of its girls' education activity by:
- ✍ seeking to improve the activity's overall effectiveness and impact through closer collaboration with Catholic Relief Services (CRS) in delivering food aid to schoolchildren in northern Ghana; and
 - ✍ seeking sequential partner NGO or donor organizations to provide additional skills training to girls graduating from WFP-assisted junior secondary schools.

Integration CCA/UNDAF and with the Programmes of Other Donors

24. Coordination with other donors has been very good and should continue to be so as the new CP is developed. WFP has been a full participant in the preparation of the Common Country Assessment (CCA) and the United Nations Development Assistance Framework (UNDAF), and a member of the cluster of donors working closely with the Government on its development of a Poverty Reduction Strategy Programme (PRSP) and in the development of a Country Development Framework (CDF). The decision by WFP to design a new CP two years early, in order that it be coordinated with the time frame of the UNDAF and the second phase of the Government's Vision 2020 strategy, is further evidence of the close coordination between WFP, the Government and the donor community.

Meeting Commitments to Women

25. The Ghana CP receives high marks in terms of gender targeting. Both present activities (girls' education and supplementary feeding) focus on improving substantially the status and livelihoods of girls and women. However, in its ability to measure the actual improvements in the quality of life of its target beneficiaries, and of being able to create conditions that might sustain *and expand* whatever accomplishments are realized over the longer term, the CP receives lower marks. Modest redesign of the two existing activities and the enactment of more intensive monitoring and evaluation that measures the CP's progress and impact at the objectives level would greatly improve the chances of its achieving lasting benefits and more substantial impact.



Monitoring and Accountability

26. The monitoring and accountability related to the ordering, transportation, storage and distribution of food appear to be without major problems. As most of the existing oversight is in the hands of the Government ministries responsible for carrying out the activities, WFP Ghana needs to monitor these ministries closely to ensure that they discharge their responsibilities in accordance with prevailing agreements and accepted WFP practice. The Programme must be more aggressive in monitoring the management of in-country food stocks. Present limits on in-country staff and budgets make this difficult.

Recommendation

- ⇒ The country office is advised to, with support from the regional office and Headquarters, increase the rigour of its monitoring of the national and regional government offices responsible for transport, storage and distribution of WFP's food resources.

Vulnerability Analysis and Mapping

27. Both geographic and population group targeting have been well accomplished in the current CP. However, the lack of a vulnerability analysis and mapping (VAM) Unit in Ghana, or of any other donor- or government-financed poverty measuring and analysis unit, has left all participants in Ghanaian development programmes operating more or less in the dark regarding changes in poverty status. Worse, there may have been a false perception on the part of programme planners of an improvement in the poverty status, leading to a reduction in development resources. Thus, WFP's VAM capability is needed in Ghana to assess, demonstrate and target the current hunger and poverty needs of the population. The proven utility of the VAM methodology and the numbers of WFP staff trained in VAM, and therefore capable of training others in its application, make WFP the most suitable donor agency for undertaking this task in Ghana. While it is conceivable that a regional VAM office might suffice (if adequate training were provided to Ghanaians and a funding mechanism located to support a Ghanaian VAM-type unit), there is no VAM Unit in the Abidjan regional office, and none is proposed

Recommendation

- ⇒ The Africa Bureau (OSA) is advised to establish a VAM Unit in Ghana and assign to it the task not only of gathering and analysing data about the population's vulnerability to poverty and food insecurity but also of training a Ghanaian unit eventually to take over this activity. WFP should seek donor support for financing this effort.

Contingency Planning

28. Contingency planning is another important requirement for this CP. While Ghana is a country of current stability, regional political and social turmoil could result at any time in the forced repatriation of many hundreds of thousands of Ghanaian workers. The rationale for undertaking serious contingency planning efforts in Ghana is clear. Because of work already under way there, WFP Ghana is the appropriate organization to lead this effort.



The country office is already in the preliminary stages of the preparation of a contingency plan. This effort is particularly important in view of the many development frameworks presently being formulated for Ghana. It is imperative that the development of a contingency response capability in Ghana be integrated into all these efforts.

Recommendations

- ⇒ The country office is advised to:
- ✍ assist the Government in preparing emergency operation contingency plans as soon as possible;
 - ✍ raise contingency planning in Ghana to the level of a mini-Consultative Group (i.e. annual meeting of Ghana's donors, chaired by the World Bank) or another appropriate government coordinating mechanism; and
 - ✍ lead an effort to develop a strategy for introducing contingency planning capacity in Ghana as a component of the CSO/CP, the UNDAF and the PRSP exercises.

Funding and Resource-allocation Issues

29. WFP's new Resource and Long-term Financing (R<F) plan foresees a core staffing of one international professional and two Ghanaian professionals, plus support staff. Additional staff is to be funded entirely by the direct support cost (DSC), which is based on the tonnage called forward each year. However, given the slow start of the current programme, the tonnage for Ghana will not allow for appropriate staffing of the country office. The evaluation team concluded that the size of the current WFP staff in Ghana was too small to allow them to deal effectively even with the day-to-day communications and joint design, implementation and monitoring required, let alone to discharge the responsibilities required by WFP regulations regarding the development and management of a Country Programme.



Recommendations

- ⇒ The Operations Department is advised to allow for two international professional staff (Country Director and Deputy Country Director) and increase the Ghanaian professional staff from two to three officers (to include a national VAM officer) in order to ensure the effective management of the Ghana Country Programme.
- ⇒ The Office of Budget is advised to provide an annual DSC budget sufficient to undertake the WFP programmes required in Ghana. If funds determined in accordance with WFP's R<F plan are not likely to be adequate, additional funding should be located to enable a strengthening of the country office capacity.

30. WFP requires that its food aid recipient countries that are LIFDCs but not ranked by the United Nations Conference on Trade and Development (UNCTAD) as least-developed countries (LDCs) pay all costs associated with the inland transport of WFP food aid. This has placed a significant burden on the Ghanaian Government. With an average per capita income that has never exceeded US\$400 per year and attributes of widespread and chronic poverty among the majority of its population, Ghana would clearly seem to qualify as an LDC. In response to a query from the evaluation team, a UNCTAD official said that Ghana was “qualified to be an LDC and the United Nations has offered them that status but they have not taken it up”. Even though Ghana has declined to be listed as an LDC, its population and Government suffer the same or similar hardships and constraints as do countries officially designated as LDCs and so treated by WFP. Since it is the status of poverty and related considerations that qualify a particular poor country as an LDC, and Ghana, evinces the traits required for membership in that group of extremely poor countries, WFP could consider Ghana an LDC and treat it as such, whether or not the country had accepted that designation.

Recommendation

- ⇒ WFP should clarify how it handles a case where UNCTAD has determined that a country qualifies as an LDC but the country's Government has not agreed to be so designated.

Applying the Enabling Development Policy

31. The 1998–2002 Country Programme stands up quite well when measured against the overall objectives of the Enabling Development policy. The CP is seen to be very much in line with what Enabling Development intends: the use of food aid to help the poorest households in the poorest region of a country enhance their ability to participate in development. It does this by attempting to improve the nutrition status of malnourished women and children so that they (i) are more physically able to engage in remunerative endeavours (women) or (ii) develop more fully physically and cognitively because of having received appropriate nourishment at key times in their lives (under-5 infants). Similarly, the girls' education activity is in line with the basic precepts of the Enabling Development philosophy in that it attempts to improve the knowledge of girls and young women who might not otherwise have gone to school, and in doing so, makes them more likely to receive higher incomes or be better suited for participation in the social, economic and political aspects of their communities. Not only will the rural forestry and irrigation activities yet to be initiated provide incomes to those employed in physical asset creation, but also the assets they help create (afforestation, agro-forestry and small-scale irrigation



schemes) will generate improved livelihoods, sustained incomes and employment, not to mention encouraging increased productivity, overall food production and environmental returns.

32. The Enabling Development policy agenda seems overly prescriptive, however, and contains a number of grey areas that require clarification. There should be earnest efforts both in Ghana and at Headquarters to ensure that the Enabling Development strategy, as it matures, be informed by field experience and field-testing and that it not, in its essence, remain a set of policy guidelines handed down from Headquarters. The plan for action for Enabling Development outlines a learning-by-doing approach that integrates change with ongoing programming. The evaluation team urges WFP to highlight and abide by this element of the Enabling Development approach.

Recommendations

- ⇒ The country office is advised to:
- ✍ “push the boundaries” of WFP’s Enabling Development policy, using it as an opportunity rather than seeing it as a constraint (adapting it to local situations where it can be field-tested against locally identified constraints, thus ensuring that the policy mature realistically to be truly “enabling” of the achievement of local objectives in real-world local situations); and
 - ✍ focus food aid resources on activities that lead to institutional changes (i.e. changes in those “traditional mindsets” that inhibit improvements in the quality of life and economic success) and capacity-building (e.g. strengthening the ability of recipients over time to identify problems and develop community-based associations that demonstrate sustainable effectiveness in combating the causes of those problems) at the community level, using international and Ghanaian NGOs as intermediaries, wherever possible.

CONCLUSIONS

33. The following are the principal conclusions:
- Ghana will need food aid well into the future.
 - The Ghana CP had been using many of the precepts of the desired CP process long before the preparation of the 1998–2002 CSO/CP.
 - The country programming exercise enabled WFP Ghana to re-focus on those among the poorest of the poor by-passed by the Government’s economic reform and structural adjustment processes.
 - The relationship between the strategy in the approved CSO and the somewhat different implicit strategy of the approved CP is important to understand, as it suggests a need for WFP to remedy the manner in which these two separate documents are prepared and used.
 - The CSO and the CP were drafted with commendable collaboration by United Nations agencies, the Government and the larger donor community.



- Both the CP's gender focus and the overall strategy in the use of WFP resources in Ghana are consistent with the precepts of WFP's Gender Focus and Enabling Development policy.
- The implementation of the 1998–2002 CP has been slow and incomplete.
- WFP should consider establishing not only a VAM presence in Ghana to help speed information on the extent and depth of the population's vulnerability to food insecurity, but also an ongoing Ghanaian capacity to continue VAM data gathering and analysis.
- The country office can play a key role in advocating the concept of contingency planning for current government and donor programming exercises (Vision 2020, PRSP/CDF and UNDAF exercises).
- The country office has established good partnerships with the Government and donors but has not placed enough emphasis on collaboration with international and Ghanaian NGOs, using food aid to generate and sustain institutional strengthening and capacity-building.
- In both presently active elements of the CP, there is need for expanded partnering in order to increase the likely effectiveness of ongoing operations and the long-term impact on intended beneficiaries that is required for achieving programme objectives in Ghana.
- The costs associated with planning, analysis, appraising, partnering, monitoring, auditing, managing day-to-day activities, negotiating, establishing and measuring changes in indicators of effectiveness and impact cannot be appropriately covered within the limits of the present and projected DSC. The Ghana Country Programme therefore needs adequate financial and human resource allocations.
- WFP should give greater consideration to using food aid—in combination with the non-food resources of other donors—to confront directly the causes of Ghana's relatively poor performance in food and agricultural production. In order to achieve this, the future CSO/CP should look at the possibilities of using food aid in ways that increase the production of food in Ghana by smallholders, such as with the proposed irrigation activity.



LIST OF ACRONYMS USED IN THE DOCUMENT

CCA	Common Country Assessment
CDF	Country Development Framework
CP	Country Programme
CRS	Catholic Relief Services
CSO	Country Strategy Outline
DSC	Direct support cost
FFW	Food for work
GNP	Gross national product
IMF	International Monetary Fund
LDC	Least-developed country
LIFDC	Low-income deficit country
MCH	Mother and child health
NGO	Non-governmental organization
PRSP	Poverty Reduction Strategy Programme
R<F	Resource and Long-term Financing
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
VAM	Vulnerability analysis and mapping

