



WFP EVALUATION

Evaluation of Ghana WFP Country Strategic Plan 2019–2023

Centralized evaluation report – Volume I

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Office of Evaluation



**World Food
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Executive Summary

Introduction

EVALUATION FEATURES

1. Country strategic plan (CSP) evaluations are the main instrument for accountability and learning in accordance with the expectations of the WFP Executive Board and WFP management. They provide evidence of WFP's strategic positioning and results to inform the design of the next generation of CSPs and potentially contribute to the design of the United Nations sustainable development cooperation frameworks.
2. This evaluation encompassed the CSP for Ghana for 2019–2023 and the preceding transitional interim CSP (T-ICSP) for 2018. It reviewed WFP's operations from 2018 to September 2022. The evaluation's main users are the WFP country office and internal and external stakeholders including the Government of Ghana and beneficiaries. The results of the evaluation have informed the design of a new CSP for Ghana.¹
3. The evaluation adopted a theory-based, participatory and mixed-methods approach, drawing on monitoring data, a literature review, semi-structured interviews, focus group discussions with beneficiaries and site observations. Gender considerations were integrated throughout the process. Data collection took place in-country in September 2022, followed by hybrid debriefing sessions. Findings, conclusions and recommendations were discussed during stakeholder workshops held in Accra in February 2023. Ethical standards were applied to ensure the dignity and confidentiality of those involved in the evaluation.

CONTEXT

4. Ghana is a lower-middle-income country with 57 percent of its population residing in urban areas.² Despite a trend of positive economic growth, the gross domestic product growth rate fell from 6.5 percent in 2019 to 0.5 percent in 2020 due to the effects of the coronavirus disease 2019 (COVID-19) pandemic.³ Inflation increased in 2021 to a two-decade-high of 54.1 percent, food price inflation rose to 59.7 percent⁴ and the national currency depreciated sharply between January and December 2022.⁵
5. The share of the population below the poverty line declined from 31.9 percent in 2005/06 to 23.4 percent in 2016/17, but in that year the absolute number of those in poverty had increased by 400,000 since 2012/13 due to population growth.⁶ Due to a combination of natural and socioeconomic factors, poverty levels are generally higher in northern Ghana, where in some regions the poverty rate exceeds 50 percent.⁷
6. Ghana faces the “triple burden of malnutrition”, a combination of undernourishment, micronutrient deficiencies and obesity. Stunting and wasting rates (see table) are higher in the north than in the south of

¹ As part of the corporate programme review and approval process for the draft CSP for Ghana for 2024–2028, the Office of Evaluation has reviewed the extent to which the draft CSP is based on evidence and recommendations arising from the evaluation of the CSP for Ghana for 2019–2023.

² Ghana Statistical Service. 2022. [Ghana 2021 Population and Housing Census – General Report](#).

³ World Bank. 2022. [GDP growth \(annual %\) – Ghana](#).










⁴ Ghana Statistical Service. 2023. [Statistical Bulletin. Consumer Price Index \(CPI\): December 2022](#).

⁵ International Trade Administration. 2022. [Ghana Currency Depreciation](#).

⁶ The poor population is defined based on the national upper poverty line of GHS 1,314 per adult equivalent per year. Ghana Statistical Service. 2018. [Poverty trends in Ghana 2005–2017](#); Ghana Statistical Service. 2014. [Ghana Living Standards Survey 6 \(With a Labour Force Module\) 2012–2013: Round 6](#).

⁷ Ghana Statistical Service. 2019. [Ghana Living Standards Survey \(GLSS\) 7 – Main Report](#); World Bank. 2020. [Ghana Poverty Assessment](#). pp. 48, 49.

the country.⁸ At the time of the latest measurement (2014), 65.7 percent of children under 5 and 42.4 percent of women of reproductive age were anaemic.⁹ National food insecurity prevalence was 12 percent in 2020, with most food-insecure households in northern Ghana.¹⁰ The number of food-insecure people nearly doubled in 2022, reaching 823,000.¹¹ In contrast to global trends, the prevalence of stunting and wasting is higher in boys than in girls and households led by men are more food-insecure than those led by women.¹²

SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Total population (million) (1)	30.8	2021
	Population living below the national poverty line (%) (2)	23.4	2017
	Food-insecure population (%) (3)	11.7	2020
	Global Hunger Index (rank) (4)	67 of 121	2022
	Height-for-age (stunting – moderate and severe), (0–5 years of age) (%) (5)	17.5	2018
	Weight-for-height (wasting – moderate and severe), (0–5 years of age) (%) (5)	6.8	2018
	Number of international migrants (thousands) (6)	476.4	2020
	Refugees and asylum-seekers (7)	6 917	2022
	Gender Inequality Index (rank) (8)	130 of 170	2021

Sources: (1) Ghana Statistical Service. 2022. [Ghana 2021 Population and Housing Census – General Report](#); (2) Ghana Statistical Service. 2019. [Ghana Living Standards Survey \(GLSS\) 7 – Main Report](#); (3) Government of Ghana, Ministry of Food and Agriculture and others. 2020. [Comprehensive Food Security and Vulnerability Analysis \(CFSVA\): Ghana](#); (4) Welthungerhilfe and Concern Worldwide. 2022. [Global Hunger Index: Ghana](#). (5) Ghana Statistical Service. 2018. [Ghana Multiple Indicator Cluster Survey 2017/18: Survey findings report](#); (6) [Migration Data Portal](#); (7) Office of the United Nations High Commissioner for Refugees. [Operational Data Portal: Regional Bureau for West and Central Africa. Ghana – refugees and asylum-seekers \(as of 31 October 2022\)](#); (8) United Nations Development Programme. 2022. [Human Development Report 2021/2022. Uncertain Times, Unsettled Lives: Shaping our Future in a Transforming World](#).

⁸ Ghana Statistical Service. 2018. [Ghana Multiple Indicator Cluster Survey 2017/18: Survey findings report](#).

⁹ Ghana Statistical Service, 2015. [Demographic and Health Survey 2014](#).

¹⁰ Government of Ghana, Ministry of Food and Agriculture and others. 2020. [Comprehensive Food Security and Vulnerability Analysis \(CFSVA\): Ghana](#).

¹¹ Integrated Food Security Phase Classification (IPC)/cadre harmonisé. 2022. [Résultats de l'analyse de l'insécurité alimentaire et nutritionnelle aiguë courante en mars-mai 2022 et projetée en juin-août 2022 au Sahel, en Afrique de l'Ouest et au Cameroun](#) (Results of the current (March-May 2022) and projected (June-August 2022) acute food and nutrition insecurity analysis in the Sahel, West Africa and Cameroon); IPC/cadre harmonisé. 2022. [Résultats de l'analyse de l'insécurité alimentaire et nutritionnelle aiguë courante en octobre-décembre 2022 et projetée en juin-août 2023 au Sahel, en Afrique de l'Ouest et au Cameroun](#) (Results of the current (March-May 2022) and projected (June-August 2023) acute food and nutrition insecurity analysis in the Sahel, West Africa and Cameroon).

¹² Ghana Statistical Service. 2018. [Ghana Multiple Indicator Cluster Survey 2017/18: Survey findings report](#).

7. The CSP has been implemented in a stable policy environment. The Government of Ghana has adopted a long-term national development plan for 2018–2057 and a coordinated programme of economic and social development policies to guide the country's development trajectory. Recent national reviews have shown that programmes set out in the development plan and the coordinated programme have contributed to progress against the Sustainable Development Goals, but not at the pace necessary to reach the 2030 targets.

COUNTRY STRATEGIC PLANS

8. WFP first established its presence in Ghana in 1963 and primarily focused on providing relief assistance until 2005, when it shifted to a five-year development portfolio. Since then, in partnership with the Government of Ghana, WFP has been transitioning towards an enabler role, reducing direct food assistance and placing greater emphasis on capacity strengthening and policy support.

9. The T-ICSP (2018) served as a one-year extension of the country programme for 2012–2017. It did not introduce a major strategic reorientation but focused on improving the nutritional status of children, women of reproductive age and people living with HIV through take-home rations, commodity vouchers for locally produced specialized nutritious foods (SNF), support for resilient food systems, strengthening of social protection programmes, in particular the national school feeding programme, and technical support for social protection, nutrition and food fortification policies and legislation. The subsequent CSP (2019–2023) continued the T-ICSP activities, with the exception of support for people living with HIV and expanded country capacity strengthening activities to include technical support for food security monitoring, disaster risk reduction and emergency preparedness (see figures 1 and 2).

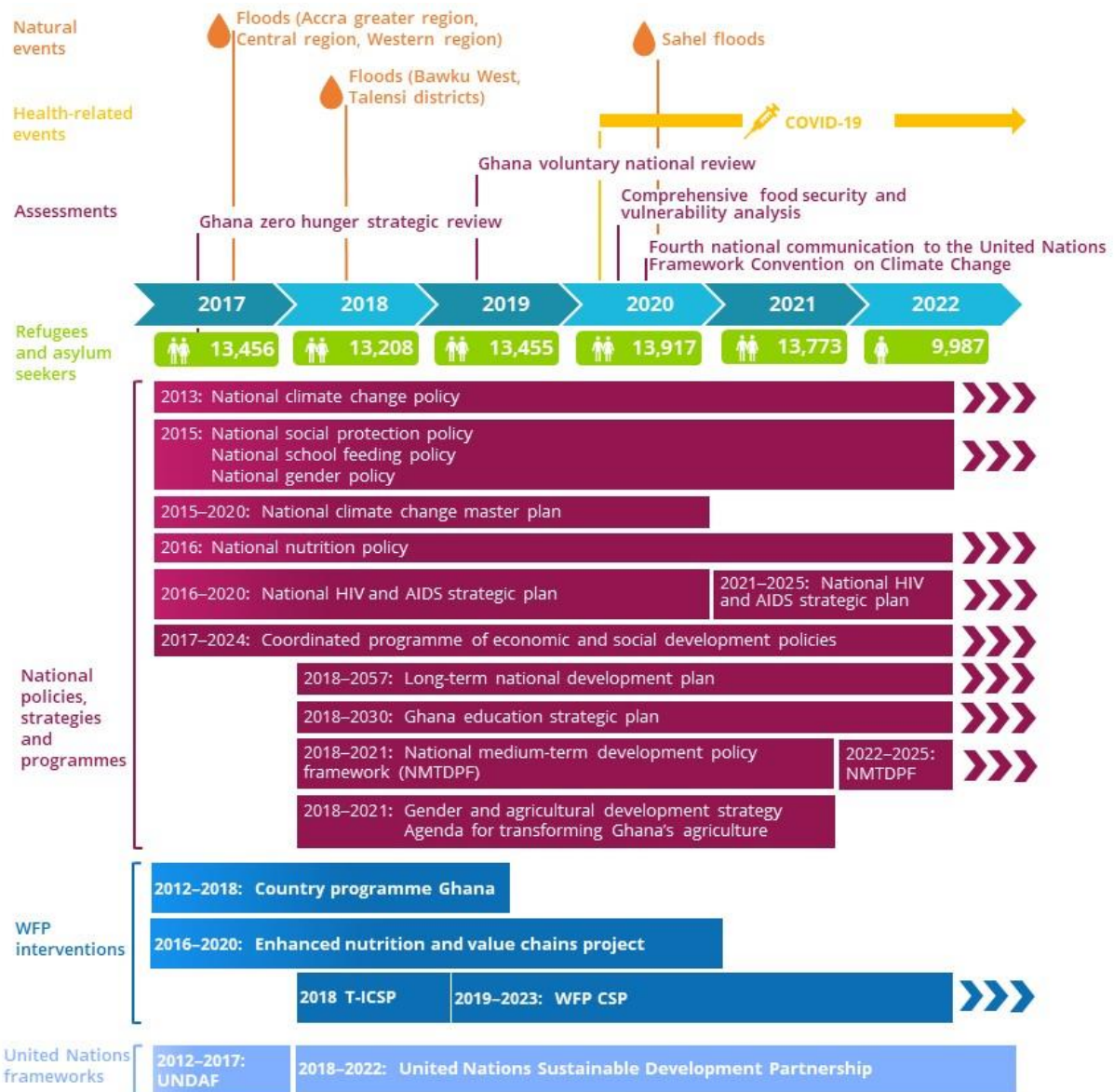
10. In order to support populations affected by the COVID-19 pandemic and respond to an anticipated influx of refugees from Côte d'Ivoire and Burkina Faso, the CSP was revised in May 2020 to include a new crisis response strategic outcome (strategic outcome 5), together with a new activity to provide assistance through in-kind or cash-based transfers to populations affected by crisis (particularly COVID-19).¹³ Intervention modalities used under the CSP included cash-based transfers, food transfers and capacity strengthening.

11. The one-year T-ICSP had a total budget of USD 11.5 million and aimed to reach 193,000 beneficiaries. The CSP budget was initially USD 72 million over five years, with the aim of reaching 225,000 beneficiaries through food and cash-based transfers; the budget and number of direct beneficiaries were increased to USD 94 million and 325,000 beneficiaries in May 2020 through budget revision 1.

12. The funding level for the T-ICSP was 93 percent at the end of the cycle. As of October 2022, allocated resources for the CSP amounted to 32 percent of the total CSP budget set out in budget revision 1.

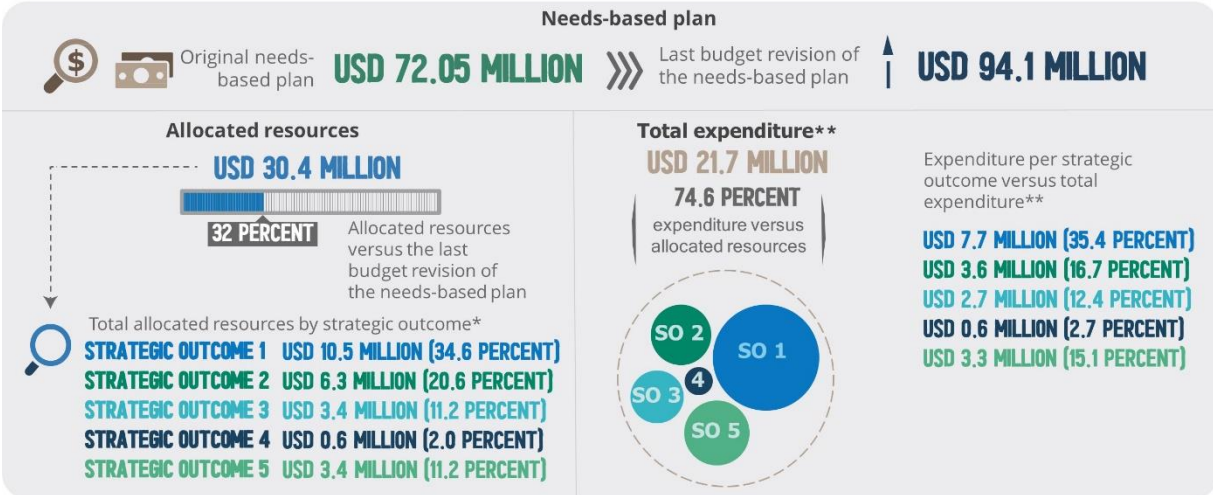
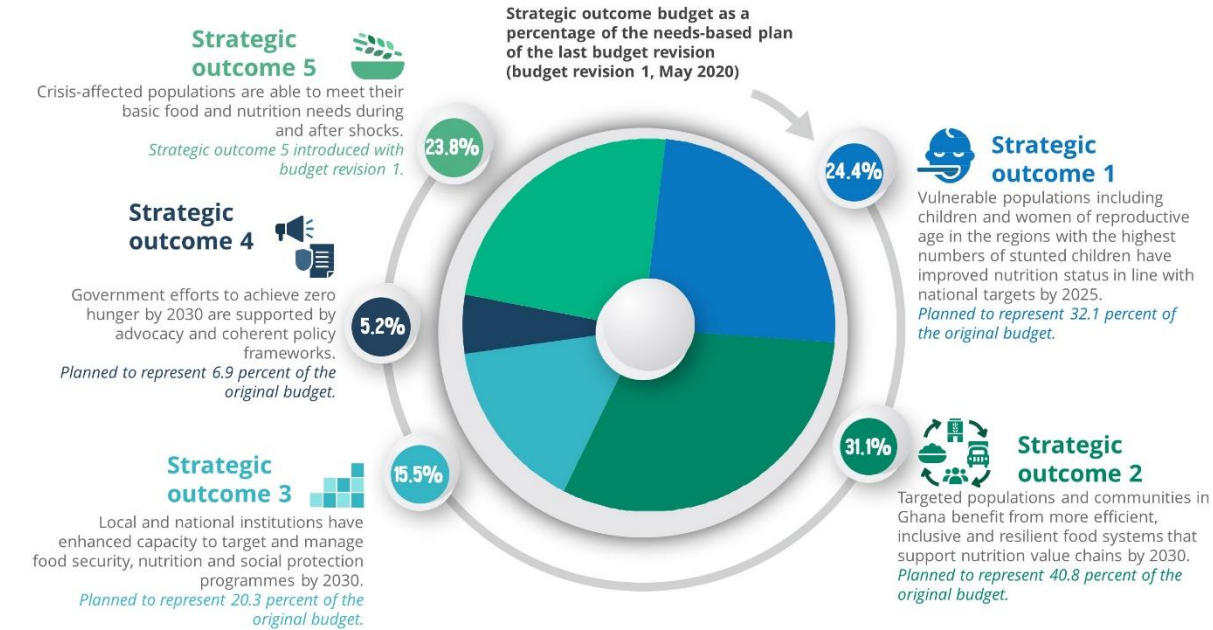
¹³ WFP. 2020. [Ghana country strategic plan – budget revision 1](#).

Figure 1: Country context and WFP operational overview, 2017–2022



Source: Elaborated by the Office of Evaluation based on the full report on the evaluation of the Ghana CSP for 2019–2023.

Figure 2: Ghana country strategic plan (2019–2023) strategic outcomes, budget, funding and expenditures

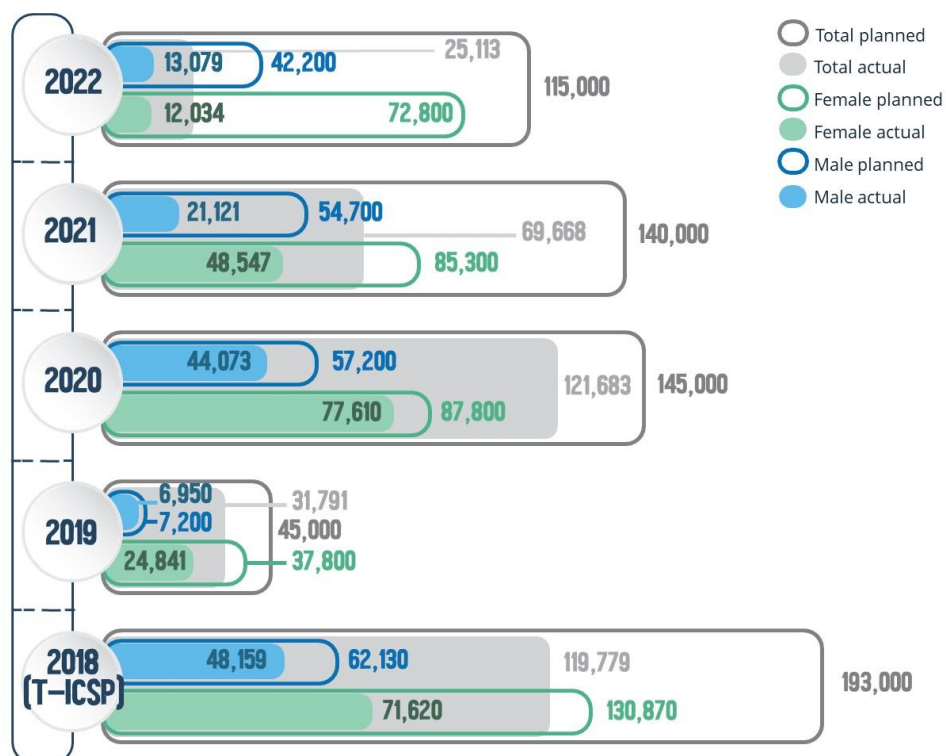


* Percentages of allocated resources by strategic outcome do not add up to 100 percent because resources were also allocated to direct support costs and indirect support costs (not shown).
 ** Total expenditure does not include indirect support costs. Allocated resources and expenditures data as of 7 October 2022.

Source: 2019–2021 annual country reports and Ghana country office for 2022 figures.

13. Under T-ICSP strategic outcome 1, WFP targeted adolescent girls in junior high school with in-kind food assistance and people living with HIV, pregnant and breastfeeding women and girls and children age 6–23 months with commodity vouchers for SNF. Activities under CSP strategic outcome 1, targeted children age 6–23 months, pregnant and breastfeeding women and girls and adolescent girls. Under strategic outcome 5, WFP targeted refugees and populations affected by COVID-19. Throughout 2018–2022, the number of beneficiaries reached remained far below the targets (figure 3).

Figure 3: Actual versus planned beneficiaries by sex, 2018–2022



Source: 2018–2021 annual country reports and Ghana country office for 2022 figures.

Evaluation findings

TO WHAT EXTENT IS THE COUNTRY STRATEGIC PLAN EVIDENCE-BASED AND STRATEGICALLY FOCUSED TO ADDRESS THE NEEDS OF THE MOST VULNERABLE?

Relevance and alignment

14. Both the T-ICSP and the CSP demonstrated strong relevance and alignment with Ghana’s national development agenda, particularly in areas concerning food security and nutrition, school feeding, agriculture, social protection and gender. They supported the implementation of the Ghana national development framework and contributed to the Government’s efforts to achieve Sustainable Development Goals 2 and 17.

15. WFP interventions were also well aligned and coherent with the United Nations Sustainable Development Partnership 2018–2022 as well as with United Nations support for the Government’s COVID-19 response. Within the CSP, the country office included partners whose mandates and programmes were aligned with WFP’s comparative advantage in Ghana, including government ministries and departments, private sector firms, civil society organizations and development partners.

Addressing the needs of the most vulnerable

16. The CSP design was evidence-based and sought to address the food security and nutrition needs of vulnerable populations identified through reviews, analysis and surveys, including the national zero hunger strategic review and key national studies. The 2020 budget revision for the CSP responded to the

Government's request to support populations affected by COVID-19 and the expected refugees, but the evaluation did not find evidence that a specific needs assessment informed the revision.¹⁴

Strategic positioning

17. The T-ICSP and CSP were implemented in a stable environment, with no major changes in context, national capacity or needs of targeted populations until 2020. At that point, WFP demonstrated agility through prompt adjustment of the CSP, requesting a budget revision in response to the COVID-19 pandemic and an anticipated influx of refugees into Ghana from neighbouring countries.

18. Overall, WFP is positioned in Ghana as a key actor in delivering food security and nutrition interventions to vulnerable populations and as a trusted partner in providing evidence on the food security and nutrition situation in the country. It is also gaining recognition for its ability to strengthen social protection programmes and emergency preparedness and response capacity.

Internal coherence

19. Although the CSP did not have an explicit theory of change, its design demonstrated strong internal coherence and interlinkages and synergies between the activities contributed to the different CSP outcomes. Activities were also aligned with WFP's comparative advantage. However, the interlinkage between downstream (community level) and upstream activities was not well articulated.

WHAT ARE THE EXTENT AND QUALITY OF WFP'S CONTRIBUTION TO COUNTRY STRATEGIC PLAN STRATEGIC OUTCOMES IN GHANA?

20. **Strategic outcome 1 – nutrition:** The CSP aimed to improve the nutritional status of vulnerable populations, including pregnant and breastfeeding women, young children, adolescent girls and people living with HIV. Evidence showed that WFP food assistance contributed to improved antiretroviral therapy adherence and nutritional recovery among people living with HIV, though support was only small-scale, covering four health facilities in the Eastern region. Take-home rations for adolescent girls helped improve school attendance rates but enrolment rates fell and the overall effect on education outcomes was minimal due to low coverage. The CSP contributed to improved food consumption among women and young children, but the consumption-based coping strategy index remained higher than the target. The activities helped to prevent stunting; however, difficulties were encountered in reaching intended beneficiaries and the malfunctioning of the SCOPE system for registering and verifying beneficiaries¹⁵ resulted in delays and, in some cases, incomplete programme enrolment.

21. Social and behaviour change communication interventions aimed at generating demand for nutritious food reached the majority of target groups but SNF supply chain issues in 2022 hindered the implementation of the planned activity linking strategic outcome 1 with food systems strengthening activities under strategic outcome 2. The transition from in-kind food assistance to cash-based transfers was generally well-received but encountered implementation challenges, including increased cost and greater inconvenience for beneficiaries who had to travel long distances to obtain vouchers. Supply chain issues, such as an unstable supply of SNF from food processors to retailers due to a lack of retailer financial capacity to make upfront payments, also impeded the intended transition to a market-based food systems strategy, ultimately leaving consumer demands unmet.

22. **Strategic outcome 2 – food systems:** Activities under strategic outcome 2 aimed to enhance the production of high-quality nutritious food through efficient, inclusive and resilient food systems. The evaluation found that the CSP had contributed to an increase in production of high-quality nutritious food. Women smallholder farmers in particular exceeded the target for nutritious food production in 2019 but significant delays and funding shortfalls after the enhanced nutrition and value chains project led to targets no longer being met in 2021.

¹⁴ WFP responded to the Government's request for support for daily wage earners and smallholder farmers affected by COVID-19, but it is not clear whether the Government did an assessment to identify the needs of these populations. WFP conducted an assessment to identify beneficiaries before providing food assistance in response to COVID-19.

¹⁵ SCOPE is WFP's digital beneficiary information and transfer management platform. It is a web-based application used for beneficiary registrations, intervention setups, distribution planning, transfers and distribution reporting.

23. Although commodity sales increased among targeted smallholder farmers, 2021 targets were not met, due to the length of time it took to establish the farmer aggregation system;¹⁶ WFP staff turnover; weak leadership capacity within farmer-based organizations; and the negative impact of the COVID-19 pandemic. The CSP activities contributed to a reduction in post-harvest losses, but targets were not achieved due to the low proportion of smallholder farmers supported with post-harvest handling technologies and the limited number of smallholder farmers who purchased these technologies, as well as weak cohesion among farmer-based organizations.

24. The CSP contributed to an increase in SNF production by expanding the capacity of industrial agroprocessors; however, the planned expansion of the capacity of community food processors is not yet complete and thus has not contributed to SNF production. SNF availability in the market has declined since 2022 due to unstable supply chains, leading to irregular supply to retail shops and, by extension, unmet consumer demand.

25. **Strategic outcome 3 – capacity strengthening:** Activities under strategic outcome 3 aimed to enhance the targeting and management of food security, nutrition and social protection programmes through capacity strengthening interventions. The existence of a standalone strategic outcome 3 on capacity strengthening in addition to the integration of country capacity strengthening across all strategic outcomes except strategic outcome 5 was a challenge for evaluation analysis. Moreover, some interventions had not been implemented long enough to have contributed to outcome-level results. Nevertheless, the evaluation found that country capacity strengthening enhanced WFP’s “enabler” role in Ghana although it was not guided by a clear overall intervention logic.

26. Capacity strengthening for the school feeding programme contributed to the provision of nutritious school meals; however, delayed payment of caterers and inadequate programme funding affected the quality of the meals provided. Mapping and assessment of food-insecure and vulnerable populations provided evidence for national food security and nutrition programming. WFP supported the Government in establishing the food security and nutrition monitoring system and the flood information system, with the latter being used to develop district contingency plans, but there was little evidence that the information from the food security and nutrition monitoring system had been used. Capacity strengthening of the Food and Drugs Authority contributed to the availability of good-quality, safe SNF in the market, but interventions to strengthen national social protection systems and the financial inclusion of women were at too early a stage to have generated results.

27. **Strategic outcome 4 – policy advocacy and coherence:** Activities under strategic outcome 4 focused on supporting government efforts related to advocacy and effective and coherent policy frameworks. Data challenges plus a lack of clarity on targeted national entities and sectors impeded the assessment of the performance of this strategic outcome. Although country capacity strengthening interventions under strategic outcome 3 contributed to improvements in government programmes, contributions to strategic outcome 4 were limited, as most of the relevant strategic outcome 4 interventions were incomplete or had not taken place at the time of the evaluation. For instance, efforts to enact legislation for school feeding, advocacy for an increase in the school feeding grant and targeting of HIV-impacted households in the national Livelihoods Empowerment Against Poverty programme were still under way and in some cases were experiencing delays due to slower-than-anticipated national processes.

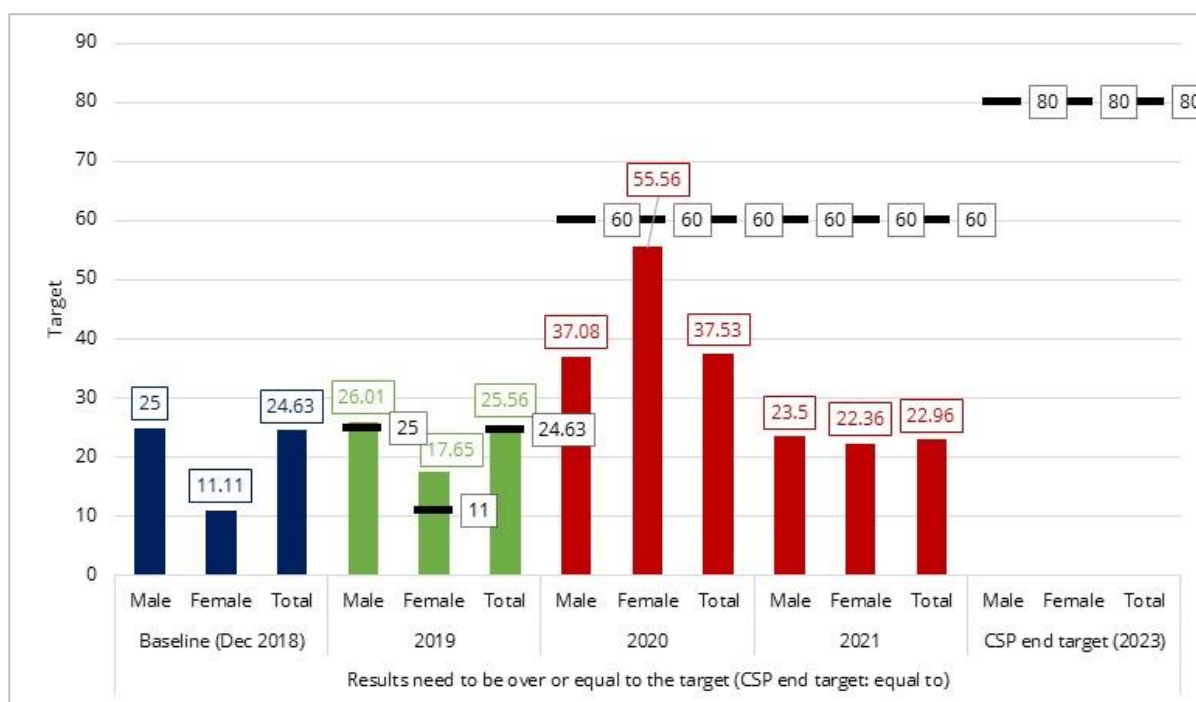
28. **Strategic outcome 5 – crisis response:** Activities under strategic outcome 5, introduced through budget revision 1, aimed to support crisis-affected populations in meeting their basic food and nutrition needs. Under this strategic outcome, WFP’s assistance successfully addressed the food security and nutrition needs of people affected by the COVID-19 pandemic. The projected influx of refugees to Ghana and the anticipated low rate of return to school for adolescent girls following the reopening of schools after the easing of COVID-19 restrictions did not materialize, however, resulting in the non-implementation of related interventions. Cash assistance provided to people affected by COVID-19 enabled people to meet their basic food and nutrition needs and helped improve household food security, with funds spent on farm inputs, purchase of food and health expenses, among other things.

¹⁶ An aggregation system is any enterprise that aggregates smallholder farmers’ staple commodities in order to facilitate their sale to buyers at fair prices. Pro-smallholder farmer aggregation systems in particular operate with the objective of maximizing socioeconomic benefits for the smallholder farmers who are its members and/or suppliers.

Cross-cutting areas

29. Data from WFP's monitoring system that tracks CSP contributions to cross-cutting goals shows that most of the targets for cross-cutting goals were achieved. In terms of protection, WFP adhered to protection requirements for affected populations, conducting risk assessments, for example, before starting food assistance programmes. Risk mitigation measures were integrated into food assistance programmes during implementation and partner agreements included a clause on privacy and confidentiality to ensure the rights and dignity of beneficiaries. WFP has established a mechanism to prevent sexual exploitation and abuse, including mandatory training for all staff. Mechanisms and tools for accountability to affected populations are in place and being implemented but, as shown in figure 4, the percentage of beneficiaries informed about the programme was insufficient, especially in 2020 and 2021.

Figure 4: Proportion of assisted people informed about the accountability to affected populations programme



Source: WFP COMET report CM L009b for 2018, 2019, 2020 and 2021.

30. The CSP contributed to gender equality, particularly in its nutrition and food systems components, and included deliberate efforts to address the diverse needs of different beneficiary groups. The country office's establishment of a gender resource network in 2016 to lead the implementation of the WFP gender policy supported the gains made, as did its development of annual gender action plans. Despite these advancements, certain cultural norms and practices continue to act as barriers to achieving comprehensive gender equality and empowerment of women.

31. WFP successfully integrated environmental protection measures into CSP activities and operations by, for example, implementing environmental risk screening and adopting climate-friendly technologies. There was no explicit integration of climate change into CSP design, although climate adaptation was mainstreamed into CSP activities. Socially excluded populations were similarly not mainstreamed into CSP design, but the food assistance targeting process did integrate people with disabilities and people living with HIV. As most of WFP's work in Ghana is related to development, the focus on humanitarian principles was not prominent.

Sustainability

32. Despite government challenges in sustaining the CSP achievements financially in the short term due to fiscal constraints and the effects of shocks, long-term financial sustainability of some CSP achievements is expected through improved coordination and planning between WFP and the Government. High levels of

national ownership of institutional capacity strengthening accomplishments, combined with their integration into institutional planning, suggest that these are likely to be sustained; however, a low resource base at the community level may impede the sustainability of gains in food security and nutrition and food systems strengthening. Sustaining the achievements in environmental protection depends to a large extent on the adoption of environmental protection practices at the community and institutional levels.

Humanitarian–development–peace nexus

33. The CSP did not include a holistic focus on the humanitarian–development–peace nexus, but initial work on understanding the nexus concept and its application in Ghana has been done. The peace dimension of the nexus is relevant given the risk of conflict spilling over into Ghana from the Sahel region and recurring pastoralist and farmer conflict. There is therefore scope to create stronger linkages with the peace dimensions of the nexus, such as through stronger links with partners working on peace building.

TO WHAT EXTENT HAS WFP USED ITS RESOURCES EFFICIENTLY IN CONTRIBUTING TO COUNTRY STRATEGIC PLAN OUTPUTS AND STRATEGIC OUTCOMES?

Timeliness

34. CSP activities under strategic outcomes 1 to 4 were not implemented within their intended timeframes, with the exception of activity 3 in 2020 and 2021. Activities under strategic outcome 5 were delivered on time. The factors causing delays included implementation constraints, national processes for legislative and policy reform, COVID-19-related restrictions and funding challenges. Accordingly, the utilization of CSP financial resources was low. The expenditure rate for allocated resources across all outcomes was low to moderate, with 51 percent of funds allocated to the T-ICSP and 35–45 percent of the resources for the CSP spent between 2019 and 2021.

Appropriateness of coverage and targeting

35. The CSP effectively targeted and reached the most vulnerable populations in Ghana, through well-defined criteria and approaches. Target districts were selected based on food security and nutritional status, and households were identified using the national household registry and community-level assessments. Capacity strengthening and policy advocacy interventions also addressed the needs of the populations most vulnerable to food insecurity. However, the geographical coverage and number of beneficiaries reached were constrained by the available financial resources and WFP was not able to extend the CSP activities beyond the targeted 15 districts, meaning that some districts with poor nutrition outcomes were not covered. Expanding the delivery infrastructure into uncovered districts would require additional funding.

WHAT ARE THE FACTORS THAT EXPLAIN WFP'S PERFORMANCE AND THE EXTENT TO WHICH IT HAS MADE THE STRATEGIC SHIFT EXPECTED UNDER THE COUNTRY STRATEGIC PLAN?

Adequate, predictable and flexible resources

36. The CSP was not adequately funded even though the needs-based plan for the T-ICSP 2018 was 93 percent funded. The CSP funding landscape has been characterized by instability, with dependency on two main donors (Canada and Japan). Furthermore, a significant portion of the funds received was earmarked, leading to imbalanced funding across strategic outcomes and activities: strategic outcome 1 received the most donor funding and strategic outcomes 3 and 4 the least relative to the planned budget. The funding challenges reflect WFP Ghana's strategic repositioning to an "enabler" role that prioritizes capacity strengthening and policy coherence, which may not align with the priorities of its traditional donors, as well as competition from crises elsewhere in the world and Ghana's development trajectory as a middle-income country.

Monitoring and reporting

37. The system for CSP monitoring and reporting fell short in adequately tracking progress towards outcomes. Some indicators lacked data and others were insufficient to measure CSP performance, with the monitoring system not yet fully customized to support WFP's transition to an enabler role in Ghana, particularly for strategic outcomes 2, 3 and 4. Monitoring data did, however, contribute to informed

decision-making within WFP, with issues identified based on the data presented at weekly management meetings.

Partnerships

38. The partnership between WFP and government ministries and agencies played a pivotal role in achieving CSP results. The use of government staff, systems and infrastructure supported the implementation and ownership of relevant CSP activities. WFP established valuable partnerships with the private sector to strengthen food systems, although sustaining these partnerships was challenging due to the discontinuation of project funding. Engagement with development partners primarily focused on coordination and information-sharing, but progress has recently been made in leveraging technical and financial resources and expertise. Partnerships with non-governmental organizations was based on signed agreements between the parties, enabling the implementation of agreed activities that contributed to the attainment of CSP output results.

39. Collaboration between WFP and other United Nations entities, including the other Rome-based agencies, was limited with respect to joint implementation. Factors included the weak coordination mechanism of the United Nations Sustainable Development Partnership 2018–2022 and limited opportunities for joint programming, as well as a lack of common funding arrangements. Consequently, WFP largely implemented CSP activities without collaborating with other United Nations entities.

Human resources

40. WFP human resources, in terms of numbers and skills, have been able to deliver the CSP results but staff movements affected the timely delivery of some activities. Despite the clear understanding that WFP's value proposition is evolving in a new direction, there is no evidence of an explicit plan for adapting staff capacity to the new enabler role. The process has largely been ad hoc and remains incomplete. Staff uncertainty, especially with respect to job security and roles within the CSP, has affected staff delivery of CSP activities.

Other factors affecting performance

41. The overall performance of the CSP was hampered by delays in government decision-making and slower than optimal approvals of memorandums of understanding, field-level agreements and implementation processes. Internally, prolonged processes for finalizing partner agreements also posed challenges. WFP has nevertheless made progress in its strategic transition to an enabler role under strategic outcomes 1 to 4. The shift is an ongoing process and models to guide the transition are emerging, although no formal change management plan has been prepared to guide the process.

CONCLUSIONS

42. Overall, the CSP effectively facilitated progress in transitioning WFP from direct implementation to its intended enabler role and enhanced the shift from food assistance to nutrition-sensitive food systems. It demonstrated that market-based approaches to strengthening food systems and the livelihood programme involving cultivation of nutritious foods by vulnerable households can improve food security and nutrition. Implementation of the CSP encountered obstacles stemming from both internal and external factors, however, leading to delays and the non-attainment of certain output targets and adversely affecting the CSP's contribution to strategic outcomes.

43. The CSP supported the Government in addressing the food security and nutrition needs of vulnerable populations through broadly coherent programmatic interventions; however, it lacked an explicit theory of change, which could have better articulated the interlinkages between community-level activities and upstream capacity strengthening and policy coherence interventions, thereby clarifying and helping to accelerate the shift to an enabler role.

44. Despite being implemented in a relatively stable policy environment, the CSP was adjusted to respond to the COVID-19 pandemic and its effects on food security and nutrition, which demonstrated WFP's flexibility and continued relevance. The CSP fell short, however, in adequately addressing country capacity gaps for crisis preparedness and response and community resilience and in integrating the humanitarian-development-peace nexus into its design and implementation.

45. The CSP had a clear intent and yielded progress in shifting from direct implementation to WFP's envisaged enabler role, but the absence of a plan to operationalize and manage the shift led to a lack of

clarity on the intended change and ambiguity and uncertainty among staff regarding their roles. Insufficient funding for capacity strengthening and policy coherence work further complicated the transition to an enabling role. WFP has started to solicit funding from new sources, primarily the private sector, although new donors are yet to come on board.

46. WFP successfully integrated gender equality, protection, prevention of sexual exploitation and abuse and environmental protection into the CSP. Gender concerns were incorporated across all outcomes and contributed to supporting equality in terms of income generation and decision-making, although deeply rooted cultural norms and practices in communities continued to hinder progress. WFP also implemented measures to protect affected populations, including from sexual exploitation and abuse, and included environmental protection measures in its food systems strengthening and nutrition interventions. Mechanisms for accountability to affected populations did not function optimally, however, with low beneficiary awareness of the programme and limited feedback provided. Furthermore, the integration of climate change considerations and the inclusion of marginalized populations such as persons with disabilities were insufficiently integrated into both the T-ICSP and the CSP.

47. Partnerships with the Government, the private sector and non-governmental organizations played a key role in the delivery of the CSP. Partnerships with the Government ensured that interventions were aligned with national systems and leveraged the use of government resources, thereby promoting ownership. Partnerships with the private sector played a vital role in driving progress towards strengthening food systems and making SNF available in the market. Collaboration with other United Nations entities was limited largely to information-sharing and a few small-scale joint activities, however, and efforts to expand partnerships emerged relatively late in CSP implementation. This reflects a broader concern within the United Nations in Ghana regarding weak coordination structures.

RECOMMENDATIONS

48. The evaluation makes six recommendations, of which three are strategic and three are operational, to address key issues for Ghana in the next CSP. The recommendations are directed mainly to the country office but also call for contributions by headquarters divisions and the regional bureau.

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1	In the next country strategic plan, WFP should clearly define its strategic focus as an enabler and facilitator in Ghana.	Strategic	Country office		High	
1.1	<p>Include a theory of change that articulates:</p> <ul style="list-style-type: none"> • an intervention logic for capacity strengthening informed by a comprehensive capacity needs analysis; • how the enabler and facilitator role will ultimately contribute to improving food security and nutrition outcomes for people in Ghana, with a vision of leaving no one behind; and • the connection between direct implementation and upstream capacity strengthening and policy coherence interventions. 		Country office	Regional bureau, headquarters Country Capacity Strengthening Unit		November 2023
1.2	<p>Develop a detailed implementation plan to manage the process of shifting to an enabler role. The plan should include:</p> <ul style="list-style-type: none"> • the alignment of staff profiles to the enabler role, taking into account gender and diversity; • a process for phasing out direct implementation; and • a communication strategy on WFP's new enabler role in Ghana. 		Country office	Regional bureau, headquarters Country Capacity Strengthening Unit		November 2023 and reviewed and updated annually
2	WFP should deepen and align partnerships beyond Government, with the private sector, civil society organizations, academic institutions, other United Nations entities and other development partners.	Strategic	Country office		High	

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
2.1	Build on the work started on market-based food system strengthening, strengthening of the Livelihoods Empowerment Against Poverty programme systems, financial inclusion of women and the planned digital private sector financing initiative aimed at bringing on board additional partners with expertise in private sector development and social protection.		Country office			December 2024
2.2	Consider engaging with relevant parliamentary committees on the review and formulation of policies for addressing food security and nutrition needs in Ghana.		Country office			December 2025
2.3	Identify and implement new joint initiatives or enhance existing joint initiatives with other United Nations entities within the United Nations sustainable development cooperation framework.		Country office			December 2025
3	In the next CSP, WFP should focus on the support it provides to the Government for emergency preparedness and response, in collaboration with other United Nations entities and partners that also have a mandate for crisis response.	Strategic	Country office		High	
3.1	Maintain and strengthen the crisis response strategic outcome in order to support the Government in: <ul style="list-style-type: none"> addressing the adverse impact on food security and nutrition of recurring floods, the ongoing surge in food prices and unforeseen crises; strengthening emergency preparedness systems; and 		Country office			April 2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
	<ul style="list-style-type: none"> facilitating the integration of the humanitarian-development-peace nexus into food security and nutrition programming. 					
4	WFP should enhance collaboration processes with cooperating partners and make use of innovative financing mechanisms to ensure timely implementation of the country strategic plan.	Operational	Country office		Medium	November 2023
4.1	Explore innovative financing mechanisms aligned with multi-year funding needs for upstream capacity strengthening and policy engagement work.		Country office	Regional bureau, headquarters Private Partnerships and Fundraising Division		November 2023
4.2	Streamline and increase awareness of the processes and guidelines for engaging with cooperating partners in order to ensure timely approval of partner agreements within WFP.		Country office			November 2024
5	WFP should support the Government in developing sustainable models of market-based approaches for food systems strengthening and in scaling up the nutrition-sensitive livelihood programme, particularly in the Northern and Ashanti regions, through the Ministry of Food and Agriculture.	Operational	Country office			June 2024
5.1	Support the Government in: <ul style="list-style-type: none"> developing a strategy for fostering market-based, nutrition-sensitive and safe food systems; strengthening the enabling environment for all actors in nutrition-sensitive food systems, including smallholder farmers, aggregators, food processors, 		Country office			December 2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
	institutional buyers, farming input and technology suppliers; and <ul style="list-style-type: none"> mainstreaming climate change adaptation into food systems. 					
5.2	Advocate and support the Government in implementing and/or reviewing policies that enhance market-based approaches to strengthening the nutrition sensitivity of food systems.		Country office			June 2024
5.3	Facilitate the functioning of multi-stakeholder coordination platforms for the food security and nutrition sector.		Country office			December 2024

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
5.4	Support the Government (Ministry of Food and Agriculture) in scaling up the nutrition livelihood programme targeting households vulnerable to food insecurity and malnutrition, particularly in the Northern and Ashanti regions.		Country office			December 2024
6	WFP should review the accountability to affected populations mechanism and address bottlenecks to ensure that all beneficiaries are well informed about WFP programmes.	Operational	Country office			
6.1	Conduct an assessment of the preferred methods for providing feedback and use the findings of this assessment to ensure that beneficiaries are aware of and have access to WFP feedback mechanisms.		Country office	Regional bureau		December 2024
6.2	Increase the frequency and quality of beneficiary sensitization activities in order to ensure that beneficiaries are well informed about the programmes.		Country office	Regional bureau		December 2024

1 Introduction

1.1 EVALUATION FEATURES

1. In line with the World Food Programme (WFP) policy on country strategic plans (CSPs) and the WFP evaluation policy, the Office of Evaluation (OEV) commissioned this evaluation of the WFP Ghana Transitional Interim Country Strategic Plan (T-ICSP) and WFP Country Strategic Plan (CSP).
2. The evaluation aims to: (i) generate evidence and learning on WFP performance for country-level decisions, and specifically for the future WFP engagement strategy in Ghana; and (ii) provide accountability for results to WFP stakeholders. The evaluation was conducted between May 2022 and May 2023. The evaluation has informed the design of the upcoming WFP Ghana CSP, scheduled to be presented to the WFP Executive Board in November 2023.¹⁷
3. The T-ICSP was implemented from January to December 2018 and the CSP covers the period January 2019 to December 2023. The evaluation covers the entire WFP Ghana portfolio of activities from January 2018 to September 2022 and assesses the contribution to cross-cutting aims, including: gender equality and women's empowerment (GEWE); social inclusion; protection of affected populations and protection against sexual exploitation and abuse (PSEA); accountability to affected populations (AAP); environmental protection; climate change; and adherence to humanitarian principles. The evaluation applies a theory-based, mixed methods approach and adopts standard evaluation criteria of both the United Nations Evaluation Group (UNEG) and the Organisation for Economic Co-operation and Development's Development Assistance Committee (OECD/DAC), namely: relevance, efficiency, effectiveness, coherence and sustainability.
4. The evaluation was conducted according to the 2020 United Nations Evaluation Group Ethical Guidelines and Code of Conduct and Guidance on Human Rights and Gender Equality in Evaluation. Gender considerations, and principles of inclusion, participation and non-discrimination were included in the evaluation design and in the data collection and reporting stages. The evaluation team (ET) ensured ethical conduct at all stages of the evaluation including by adhering to detailed protocols for interviews and field visits.
5. The evaluation faced some challenges, particularly in relation to limited data availability for certain outcome and output indicators, as well as difficulties in obtaining accurate information from beneficiaries regarding activities supported under projects that had ended. Limitations are summarized in Section 1.4 and in Annex III.
6. The primary users of the country strategic plan evaluation (CSPE) will be the WFP Ghana country office (CO), the regional bureau (RB) in Dakar, the Office of Evaluation, relevant headquarters (HQ) divisions, and the Executive Board. The evaluation will also be useful to external stakeholders, including the Government of Ghana ministries, departments and agencies collaborating with WFP, the United Nations country team, bilateral and multilateral development partners, the private sector, and civil society organizations involved in the food security and nutrition, education, health, gender and social protection sectors. The beneficiaries of CSP interventions are key stakeholders of this evaluation and of future WFP actions in Ghana. A full list of stakeholders is presented in Annex III.

1.2 CONTEXT

General overview

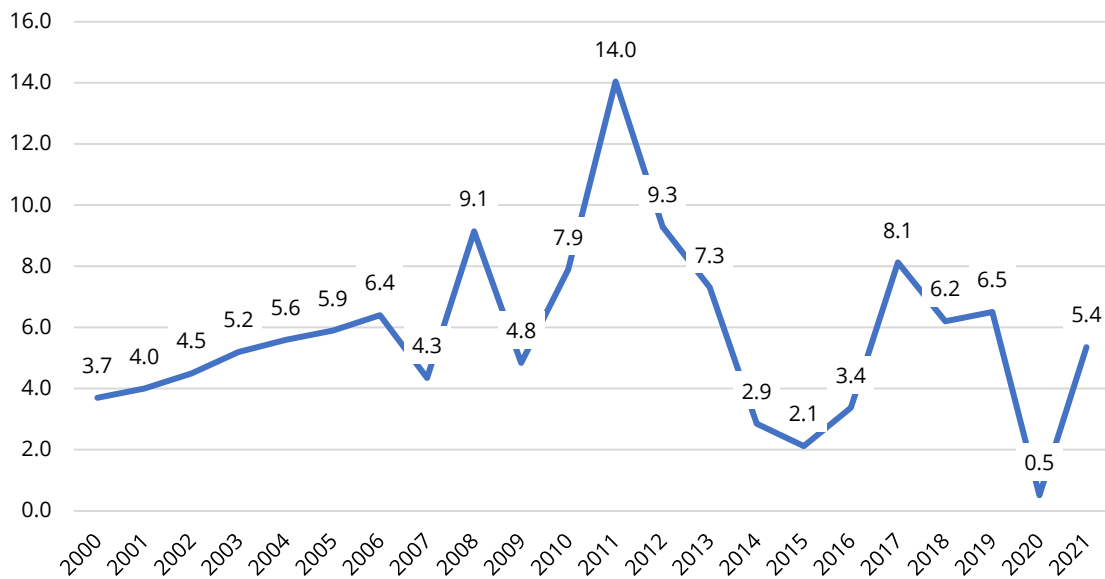
7. Ghana is a West African country with a land area of 228,000 km² and a population of 30.8 million (49.3 percent male: 50.7 percent female). Approximately 57 percent of the population resides in urban areas

¹⁷ As part of the corporate programme review and approval process (PRP) of the draft WFP Ghana CSP 2024-2028, OEV has reviewed the extent to which the draft CSP is based on evidence and recommendations from the Evaluation of Ghana WFP Country Strategic Plan (2019-2023).

while the remaining 43 percent lives in rural areas.¹⁸ The total fertility rate (TFR) is 3.1 children per woman of reproductive age, with rural areas having a higher total fertility rate (3.8) than urban areas (2.7).¹⁹ Life expectancy at birth has improved from 59.2 years in 2000 to 64.3 years in 2020.

8. Ghana is a lower middle-income country, but its gross domestic product (GDP) growth rate has fluctuated over the last 20 years due to external shocks and internal macroeconomic factors (Figure 1). The country had steady GDP growth from 3.7 percent in 2000 to 14.0 percent in 2011. This was followed by a period of decline from 14.0 percent in 2011 to a low of 2.1 percent in 2015 due to the global financial crisis. Post-2015, the GDP growth rate increased, reaching 8.1 percent in 2017, but entered a second phase of decline reaching 0.5 percent in 2020 due to macroeconomic management challenges.²⁰

Figure 1: Ghana gross domestic product growth (annual percentage)



Source: World Bank. 2023. GDP growth (annual %) – Ghana.

9. Ghana experienced significant macroeconomic hardship during the COVID-19 pandemic, with the GDP growth rate falling from 6.5 percent in 2019 to 0.5 percent in 2020. It witnessed significant economic recovery post-COVID-19, when growth rebounded strongly to 5.4 percent in 2021.²¹ However, the gains were eroded in 2022 due to the evolution of the international context. That year also saw general inflation rising to a two-decade high of 54.1 percent and food price inflation of 59.3 percent.²² The national currency (Cedi) depreciated from 6 Cedi to 1 USD in January 2022 to 14 Cedi to 1 USD in December 2022.²³ In addition, the country is experiencing rising debt levels and servicing costs that are threatening Ghana’s fiscal stability, slowing social spending and the private sector growth deemed essential for addressing structural inequalities.²⁴

10. The population below the poverty line decreased from 31.9 percent in 2005/2006 to 23.4 percent in 2016/2017.²⁵ However, the absolute number of people below the poverty line increased by approximately 400,000 in the same period due to population growth. It is estimated that, due to COVID-19, poverty

¹⁸ Ghana Statistical Service 2021a. Ghana 2021 Population and Housing Census – General Report.

¹⁹ Ghana Statistical Service 2021a. Ghana 2021 Population and Housing Census – General Report, Volume 3B.

²⁰ World Bank. 2023. GDP growth (annual %) – Ghana.

²¹ World Bank. 2023. Ghana GDP per capita (2021).

²² Ghana Statistical Service. 2022. Ghana, December 2022 Consumer Price Index, and Inflation.

²³ International Trade Administration. 2022. Ghana Currency Depreciation.

²⁴ Bureau, C. 2022. Address To the Nation by President Nana Addo Dankwa Akufo-Addo on The Economy.

²⁵ The “poor” population is defined based on the national upper poverty line of 1,314 Cedi per adult equivalent per year. Ghana Statistical Service. 2018. *Poverty trends in Ghana 2005-2017*; Ghana Statistical Service. 2014. *Ghana Living Standards Survey Round 6* (GLSS).

increased from 20.5 percent in 2019 to 34.0 percent in 2020.²⁶ Poverty levels are higher in northern Ghana, with Northern, Upper East, and Upper West regions having poverty rates exceeding 50 percent.²⁷ The poverty disparity between northern and southern parts of Ghana can be attributed to climatic, demographic, agro-ecological and socioeconomic differences, among other factors.²⁸

National policies and the Sustainable Development Goals (SDGs)

11. Ghana’s development agenda is set out in two main plans: the Long-Term National Development Plan (NDP) 2018–2057 and the Coordinated Programme of Economic and Social Development Policies, (CPESDP 2017–2024).²⁹ The CPESDP prioritizes social development initiatives, including food security, nutrition and social protection programmes. It also incorporates: the National Health Insurance Scheme (NHIS); the Livelihood Empowerment Against Poverty (LEAP) programme; food and nutrition security institutional frameworks and governance; nutrition-sensitive food production systems; and public education and communication on nutrition.³⁰

12. The policy environment in Ghana is stable and mature. The sector policies and strategies relevant to the CSP are outlined in Table 1 below:

Table 1: Key national policies and plans relevant to the CSP

Sector policies and strategies	Overview of policy and strategy priorities relevant to the CSP
National Nutrition Policy of 2016. ³¹	This policy promotes: optimal nutrition, food security, food quality and safety; strengthening the management of nutrition programmes; and the creation of an enabling environment for effective coordination, integration and implementation of nutrition programmes.
National Agriculture Strategy 2018–2021. ³²	This strategy focuses on creating an enabling environment for the private sector within various commodity value chains. The strategy prioritizes flagship programmes including: Planting for Food and Jobs, Planting for Export and Rural Development, the “One District One Factory”, and the “One District One Warehouse” programmes.
Gender and Agricultural Development Strategy 2015. ³³	This strategy: enhances equitable delivery of agricultural services; facilitates gender-sensitive appropriate technology; and promotes gender-responsive agribusiness.
National Gender Policy 2015. ³⁴	The policy prioritizes: equitable access to land and natural resources for women; enhancing of agricultural extension services that address GEWE issues; and ensuring gender-responsive climate change adaptation and agricultural practices.
Education Strategic Plan 2018–2030. ³⁵	This strategy prioritizes inclusive and equitable access to, and participation in, quality education at all levels.

²⁶ Issahaku, H. & Abu, B., 2020. COVID-19 in Ghana: Consequences for poverty, and fiscal implications. *AERC Working Paper African Economic Research Consortium, Nairobi*.

²⁷ Ghana Statistical Service. 2019. *Ghana Living Standards Survey (GLSS) 7*.

²⁸ World Bank 2020. *Ghana Poverty Assessment*, pp. 48, 49.

²⁹ Government of Ghana 2017. “The Coordinated Programme of Economic and Social Development Policies 2017–2024”.

³⁰ Government of Ghana 2017. “The Coordinated Programme of Economic and Social Development Policies 2017–2024”.

³¹ Government of Ghana 2016. *National Nutrition Policy*.

³² Government of Ghana – Ministry of Food and Agriculture 2018. “Investing for Food and Jobs, an Agenda for Transforming Ghana’s Agriculture (2018–2021)”.

³³ Government of Ghana 2015. “Gender and Agricultural Development Strategy II”.

³⁴ Government of Ghana 2015 – Ministry of Gender, Children and Social Protection. “National Gender Policy”.

³⁵ Government of Ghana 2019. “Education Strategic Plan 2018–2030”.

National Climate Change Policy (NCCP, 2013). ³⁶	This policy prioritizes: energy and infrastructure; natural resources management; agriculture and food security; and disaster preparedness and response.
National Climate Change Master Plan 2015–2020 ³⁷	This plan operationalized the NCCP through establishing climate change adaptation programmes in priority sectors, including agriculture and food security.

13. The 2019 voluntary national review of the SDGs shows that programmes set out in the National Development Plan and CPESDP have contributed to the progress made in achieving SDG social goals, but not at the rate required to reach the SDG 2030 targets. Vulnerable groups, such as the elderly, children, the rural population, persons living with disability, the unemployed and people in vulnerable employment, are at risk of being left behind.³⁸

Food and nutrition security

14. Ghana is faced with a triple malnutrition burden characterized by undernourishment, micronutrient deficiencies, and obesity as well as diet-related non-communicable diseases. Food insecurity remains high, with the country currently ranked 67th out of 121 countries on the Global Hunger Index.³⁹ The national food insecurity prevalence was estimated at 11.7 percent in 2020 with the most affected households being in northern Ghana.⁴⁰ In contrast to global food insecurity rates, food insecurity is higher in households headed by men (14.1 percent) than those headed by women (9.5 percent). Households in rural areas are more affected by food insecurity (18.2 percent) than urban households (5.5 percent).⁴¹

15. Figure 2 below shows a minimal risk of food insecurity in most of the regions with sufficient data to report. Two regions, Eastern and Western, were classified as “under pressure” in June 2022.

³⁶ Government of Ghana - Ministry of Environment, Science, Technology, and Innovation 2013. “National Climate Change Policy”.

³⁷ Government of Ghana – Ministry of Environment, Science, Technology, and Innovation 2015. *Ghana National Climate Change Master Plan Action Programmes for Implementation: 2015–2020*.

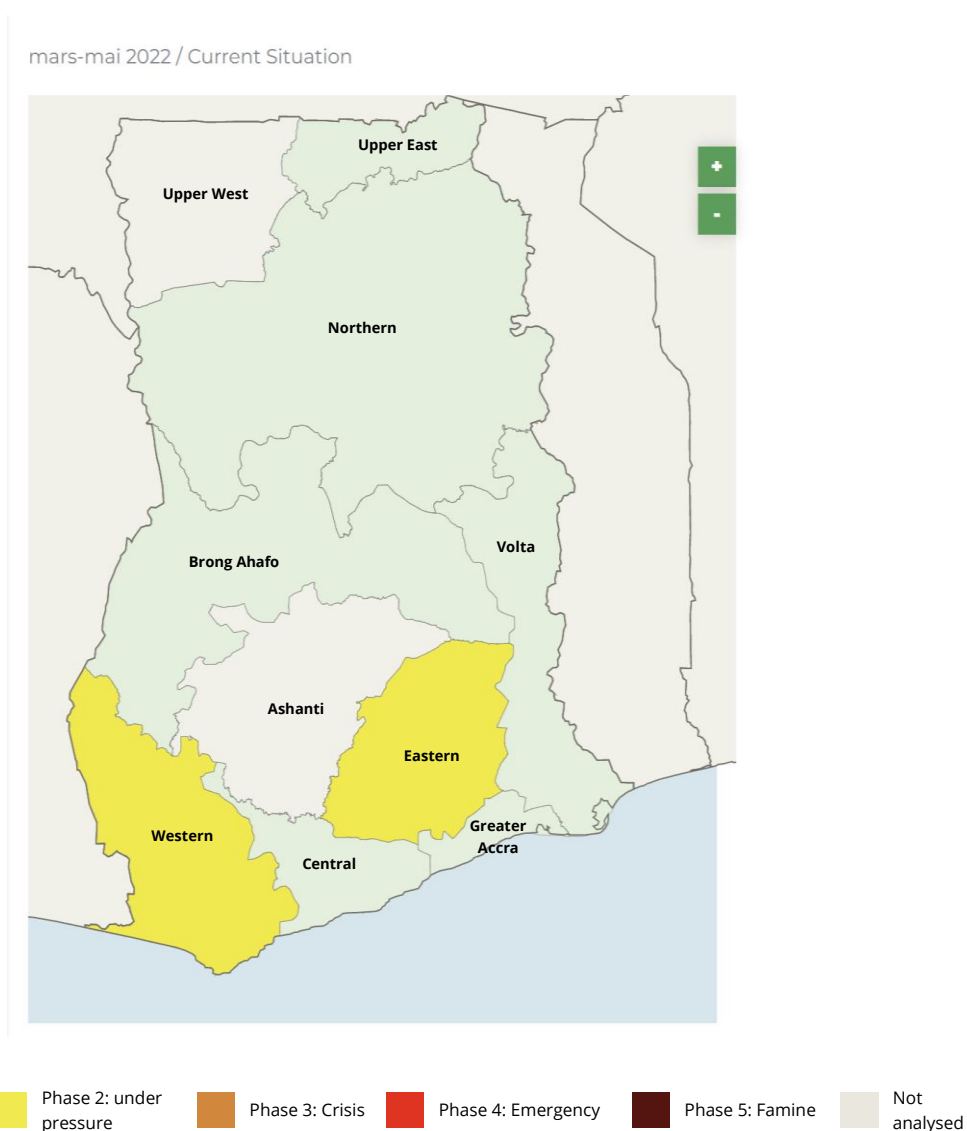
³⁸ Government of Ghana 2019. Ghana: “Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development”.

³⁹ Welthungerhilfe and Concern Worldwide 2022. *Global Hunger Index: Ghana*.

⁴⁰ Ministry of Food and Agriculture, Ghana Statistical Service, WFP and FAO 2020. Comprehensive Food Security and Vulnerability Analysis, Ghana.

⁴¹ Ibid.

Figure 2: Food and nutrition security map (June 2022)



Source: RPCA 2022. Food and Nutrition Situation – Cadre Harmonisé Analysis: Ghana. <https://www.food-security.net/en/datas/ghana/>, accessed 30 June 2022.

16. The number of food insecure people increased from 415,010 between March and May 2022⁴² to 823,000 between October and December 2022, despite the usual trend of decreasing food insecurity levels after the lean season.^{43, 44} High prices are expected to be the main driver of increasing levels of acute food insecurity as the annual inflation rate reached a record high of 34 percent in September 2022.⁴⁵

17. The high level of food insecurity contributes to sub-optimal nutrition outcomes. Stunted growth among children under 5 was at 17.5 percent and acute malnutrition (wasting) was at 6.8 percent in

⁴² RPCA 2021. Food and Nutrition Situation – Cadre Harmonisé Analysis: Ghana.

⁴³ It is important to note that the lean season is a critically vulnerable time for agriculture and pastoral-based economies, as the period precedes the main harvest in most countries, when food prices tend to be high, and unskilled jobs are scarcer due to there being no harvesting work. The lean season in Ghana usually covers the months June–August.

⁴⁴ Ghana, Ministry of Food and Agriculture. 2022. Cadre Harmonisé for identifying risk areas and vulnerable populations in Food and Nutritional Insecurity in the Sahel and West Africa.

⁴⁵ FAO. 2022. GIEWS Country Brief.

2018.^{46,47} Boys have a higher prevalence than girls of both stunting (19.5 percent versus 15.6 percent respectively) and wasting (7.8 percent versus 5.9 percent respectively).⁴⁸ Northern Region has stunting and wasting rates of 28.8 percent and 9.1 percent respectively, compared to 12.6 percent and 5.8 percent in Greater Accra. The prevalence of being underweight among women of reproductive age is estimated at 6 percent across the country and is highest in Northern Region (11 percent).⁴⁹

18. Micronutrient deficiencies persist across all sociodemographic groups. According to the Ghana demographic and health survey of 2014, four out of ten women of reproductive age and six out of ten children under 5 years are anaemic. These rates are much higher in northern Ghana, where anaemia affects between 74 and 82 percent of children.^{50, 51}

19. Ghana faces high health, social, and economic costs of malnutrition. In 2016, it was estimated that the country lost 6.4 percent of its GDP annually due to child undernutrition.⁵² One study also projected that between 2011 and 2020, Ghana would lose USD 3.5 billion to stunting-related decrease in worker productivity if no interventions were implemented.⁵³

Agriculture

20. The contribution of agriculture to GDP declined from 22.1 percent in 2014 to 18.5 percent in 2019.⁵⁴ A total of 44 percent of households own or operate a farm, with the proportion of households involved in farming in the five regions in the north ranging from 70.6 percent to 83.2 percent. The contribution of the agricultural sector to total employment is estimated at 38.3 percent, making it the second largest employer after the service sector. Agriculture is predominantly undertaken on a smallholder basis.⁵⁵ Crop cultivation is mainly rain dependent, with less than 1 percent of total agricultural land area under irrigation. This adversely affects farmers in the north, where there is only one rainy season, compared to the south, which has two.

21. Other factors affecting agricultural production include: overdependence on obsolete technology; low literacy; inadequate finance; lack of access to markets; lack of access to productive resources, especially for women; and poor infrastructure. This is coupled with adverse conditions, such as declining soil fertility, erratic rainfall, drought and prevalence of pests and diseases.⁵⁶ The sector experiences high post-harvest losses (PHL). For instance, post-harvest loss of maize production in the 2020 planting season was estimated at 18 percent.⁵⁷ Post-harvest loss is greater for perishable foods (fruit and vegetables) than for other crops.⁵⁸

⁴⁶ Ghana Statistical Service 2018. Multiple Indicator Cluster Survey (MICS 2017/2018), *Survey Findings Report*.

⁴⁷ Note: This is the latest measurement because all anthropometric indicators are only obtained from nationally representative surveys such as the Demographic Health Survey (DHS) and MICS, which are done once in several years. Last MICS in Ghana was in 2017/2018. DHS 2022 has not yet been published.

⁴⁸ Ghana Statistical Service 2018. Multiple Indicator Cluster Survey (MICS2017/18), *Survey Findings Report*.

⁴⁹ Ghana Statistical Services, 2015. *Demographic and Health Survey 2014*.

⁵⁰ Ghana Statistical Services, 2015. *Demographic and Health Survey 2014*.

⁵¹ This is the most recent available data. A follow up Demographic Health Survey of 2022 has not been published.

⁵² National Development Planning Commission 2016. "The Cost of Hunger in Africa: Social and Economic Impact of Child Undernutrition on Ghana's Long-Term Development".

⁵³ Aryeetey et al. 2021. Stories of change in nutrition in Ghana: a focus on stunting and anaemia among children under-five years (2009–2018), *Food Security*, 14(2): 355–79.

⁵⁴ Ghana Statistical Service n.d. *Sectoral Share of GDP – Ghana*.

⁵⁵ Ghana Statistical Service 2019. Ghana Living Standards Survey 7 – main report.

⁵⁶ Ghana Statistical Service 2020. 2017/18 Ghana Census of Agriculture, Main Report.

⁵⁷ African Postharvest Losses Information System 2020. *Postharvest Losses – Ghana*.

⁵⁸ Rutten, M. & Verma, M. 2014. *The Impact of Reducing Food Loss in Ghana*. LEI Wageningen UR.

Climate change and vulnerability

22. Ghana is ranked 42 out of 180 countries on the 2021 Global Climate Risk Index.⁵⁹ Since the 1960s there has been a temperature increase of around 1°C, a reduction in rainfall of around 2.4 percent per decade, and coastal erosion of more than 1 metre per year with projections that, in the coming decades, temperatures will increase further, rainfall will reduce, and dry spells will possibly increase, especially in the savanna.⁶⁰ There is also a risk of increased flooding.⁶¹ These risks are likely to be more severe in Ghana's northern Savanna Ecological Zone, where poverty rates are also high.⁶² Climatic changes are expected to lead to increased crop failure, pests and crop diseases, shorter growing seasons, desertification, soil salinization and reduced fish stocks.⁶³ Climate change is likely to negatively affect 55 percent of people employed in agriculture and livestock.⁶⁴

Education

23. Ghana has made progress in ensuring equitable access to primary education and in increasing transition rates from primary to secondary education. Gross enrolment ratio for primary education was 103.4 percent (102.6 percent boys and 104.4 percent girls) in 2020.⁶⁵ The graduation of both boys and girls to secondary level increased from 55.6 percent in 2011 to 74.7 percent in 2019. Gross enrolment in secondary level was 74.7 percent for boys and 74.6 percent for girls in 2019.⁶⁶ Despite this improvement, Ghana's education system has seen a decline in completion rates due to repetitions and dropouts, particularly among children in rural households, those in the lowest wealth quintile and those from Northern Region.⁶⁷

Gender, equity, and wider inclusion considerations

24. Although Ghana has enshrined gender equality and non-discrimination in its constitution and has ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), gender inequalities persist.⁶⁸ The country's gender inequality index was 0.529 and Ghana was ranked 130 of 192 countries in 2021.⁶⁹

25. Gender inequalities have persisted in resource allocation and decision making due to cultural norms and practices. Women are disadvantaged in access to land and control over resources, although the situation is changing, albeit at a slow pace. For instance, 63 percent of married women earning an income were making independent decisions on how to spend in 2014 compared to 58 percent in 2008. The percentage of women who do not own land is 78 percent compared to 67 percent of men.⁷⁰

26. During the COVID-19 pandemic, women in northern Ghana, having lost their incomes, relied more on men's savings; and more women than men experienced food insecurity.⁷¹ In urban settings, women were disproportionately affected by the lockdown policies. For instance, women were more likely to drop out of work because they are over-represented in informal self-employment, which was most affected by the

⁵⁹ Germanwatch 2021. "Global Climate Risk Index 2021".

⁶⁰ USAID 2017. Climate Change Risk Profile Fact Sheet – Ghana.

⁶¹ Environmental Protection Agency 2020. Ghana's Fourth National Communication to the UNFCCC.

⁶² USAID 2017. Climate Change Risk Profile Fact Sheet – Ghana.

⁶³ Ibid.

⁶⁴ World Bank 2021. Climate Risk Country Profile – Ghana.

⁶⁵ World Bank n.d. Education Statistics – Ghana.

⁶⁶ Ibid.

⁶⁷ Government of Ghana – Ministry of Education 2020. *Ghana Education Fact Sheets*.

⁶⁸ Britt, Charla, Ivankovich, Megan, Essah, Samuel, and Fiscian, Vivian. 2020. USAID/Ghana Gender Analysis Report.

⁶⁹ UNDP. 2021/2022. Human Development Report.

⁷⁰ USAID & Ghana 2020. Gender Analysis Report 2020.

⁷¹ Feed the Future, 2021. "Assessing the impact of COVID-19 on rural women and men in Northern Ghana".

lockdown policies and/or to care for children and/or sick family members. In lockdown districts, 41.7 percent of men continued working compared to 25.4 percent of women.⁷²

27. In the agriculture sector, although women constitute the majority of farmers in Ghana (52 percent), they are concentrated in the unskilled and low-wage production end of the agricultural value chains.⁷³ Women face major hurdles in agricultural production compared to men: 44 percent of women farmers have never accessed credit; 9.5 percent of women farmers have access to extension services compared to 34.4 percent of men; and 12 percent of women farmers have access to new agriculture technologies compared to 33 percent of men.⁷⁴

28. Besides women and girls, other population groups are particularly vulnerable to shocks and risks, including children, people with disabilities, the elderly, rural populations, youth, the unemployed and people in vulnerable employment.⁷⁵

29. According to the national voluntary review conducted in 2019, children are vulnerable to maltreatment, domestic violence, rape and defilement, and child labour. Persons aged 65 years and older have the highest rates of self-employment; operate in the informal economy with unfavourable conditions; and have limited traditional care. The unemployed also constitute a key socially excluded population. The unemployment rate for women is 16.5 percent compared with 11.4 percent for men and unemployment is higher in urban areas (16.7 percent) than in rural areas (11.4 percent). Unemployment is also highest among those aged 15-24 (26.4 percent) and lowest among those aged 45-64 (8.4 percent). Moreover, Ghana has a large population engaged in the informal economy (estimated at 90 percent of employed persons) and these are unlikely to have safety nets against economic shocks. The youth are among the groups most vulnerable to shocks as they face several challenges, including lack of employable skills, a mismatch between education and industry needs, the inability of the economy to create new jobs and limited access to start-up capital. People with disabilities (PWDs) are also a marginalized group, constituting about one-fifth of Ghana's population. Despite the constitutional guarantees of the rights of people with disabilities, the laws are not adequately implemented and people with disabilities face social stigma and inequality in accessing employment, education, healthcare and other social services.⁷⁶

Migration, refugees, internally displaced people

30. The number of migrants in Ghana has been increasing, reaching almost half a million in 2020.⁷⁷ Most are from elsewhere in West Africa,⁷⁸ facilitated by the Economic Community of West African States' (ECOWAS) Protocol on Free Movement of Persons.⁷⁹ Ghana also has a high number of internal migrants. In 2010, Greater Accra, Ashanti, Western and Brong Ahafo regions hosted the largest number of internal migrants while Eastern and Volta regions had the most out-migrants.⁸⁰ Migrants mainly moved due to family reasons (62 percent) or work-related reasons (27 percent). Many migrants' reasons for movement can be traced to loss of livelihood.⁸¹

31. By the end of 2021, there were only 228 internally displaced persons (IDPs) in Ghana, down from 5,000 in 2018. The internally displaced persons were displaced due to natural disasters such as flooding.⁸² Ghana hosts, however, almost 14,000 people defined by UNHCR as persons of concern, including 7,000

⁷² Schotte, S. et al. 2021. "How COVID-19 is affecting workers and their livelihoods in Urban Ghana". *UNU-WIDER Report*.

⁷³ Ibid.

⁷⁴ Government of Ghana 2015. "Gender and Agricultural Development Strategy II".

⁷⁵ Government of Ghana 2019. Ghana: Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development.

⁷⁶ Government of Ghana 2019. Ghana: Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development.

⁷⁷ IOM Migration Data Portal 2020. Total number of international migrants at mid-year 2020.

⁷⁸ DGAP 2021. Report: "Ghana as the European Union's Migration Partner".

⁷⁹ UNHCR n.d. Promoting Integration through Mobility – Free Movement under ECOWAS.

⁸⁰ IOM 2019. Migration in Ghana – a country profile.

⁸¹ Ibid.

⁸² IDMC n.d. *Country Profile Ghana*, Internal Displacement Monitoring Centre.

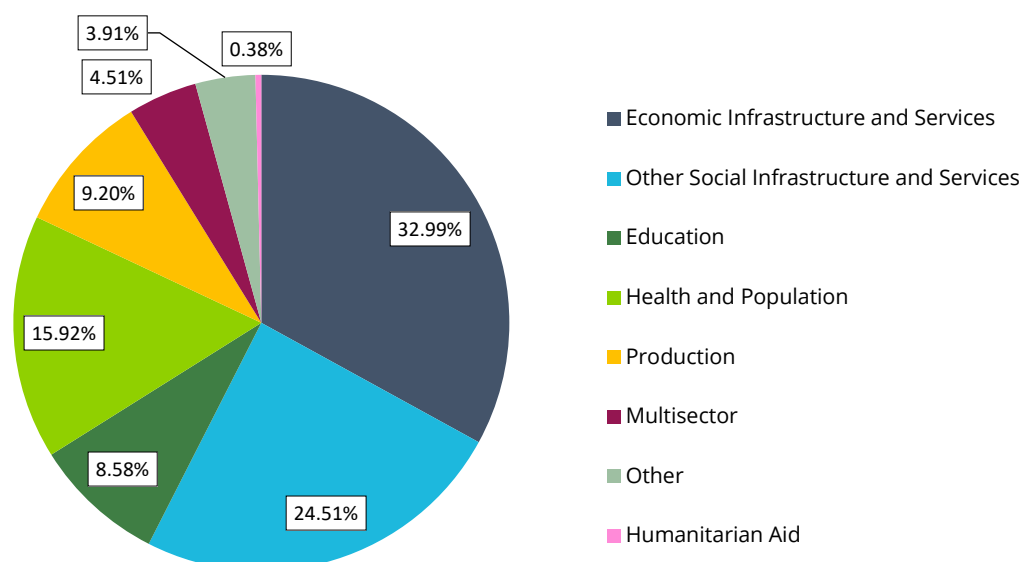
refugees from Côte d'Ivoire, 3,500 from Togo, fewer than a thousand each from Sudan, Liberia and Cameroon, and 1,500 from other countries.⁸³

International assistance

32. During the period 2019–2020, Ghana received an annual average of USD 1.5 billion in official development assistance (ODA). The official development assistance received per year was USD 911 million in 2019 and USD 2.204 billion in 2020. The official development assistance received in 2020 is higher due to the funding for the response to the COVID-19 pandemic.⁸⁴ The top five donors for Ghana are: the African Development Bank (AfDB); Germany; the International Monetary Fund (IMF); the United States of America; and the World Bank. Official development assistance receipts represented 1.4 percent of Ghana's gross national income (GNI) in 2019.⁸⁵ In 2022, humanitarian aid was USD 8.7 million, with key donors being Kuwait, the United States of America and the Gavi Alliance.⁸⁶

33. Official development assistance received by Ghana varies across sectors. Economic infrastructure and services, education, health and population sectors account for more than 90 percent of net official development assistance received by Ghana (Figure 3).

Figure 3: Ghana official development assistance by sector, 2019–2020 average



Source: OECD-DAC. Recipient Country Profile.

https://public.tableau.com/views/OECDDACAidataglancebyrecipient_new/Recipients?:embed=y&:display_count=yes&:showTabs=y&:toolbar=no?&:showVizHome=no

1.3 SUBJECT BEING EVALUATED

Strategic focus of T-ICSP and CSP

34. WFP established its presence in Ghana in 1963 providing mainly relief assistance until 2005 when it shifted to a five-year development portfolio, which included the Country Programme 2005–2012, the Country Programme 2012–2017, followed by the Transitional Interim Country Strategic Plan (2018) and the Country Strategic Plan (2019–2023). Since 2012, in partnership with the Government of Ghana, WFP has been shifting towards an enabler role, decreasing its direct delivery of food and nutrition assistance and

⁸³ UNHCR 2022. Factsheet – Ghana.

⁸⁴ OECD n.d. Official ODA data.

⁸⁵ Ibid.

⁸⁶ OCHA Financial Tracking Services. 2023. Ghana 2022.

increasing its capacity strengthening and policy support to enable the Government of Ghana to address food and nutrition insecurity through its own policies, systems and processes.⁸⁷

35. During the Country Programme (2012-2017), successive evaluations⁸⁸ conducted in 2015 recommended: a scale-up of interventions for prevention of stunting and micronutrient deficiencies; local food production, processing and consumption; a transition from in-kind assistance to cash-based transfers (CBTs); and continued support for smallholder farmers.⁸⁹ These recommendations informed the WFP Ghana country programme budget revision (BR) in 2016. Through this budget revision: support for moderate acute malnutrition (MAM) treatment was discontinued; districts with highest stunting rates were reprioritized; nutrition support was fully transitioned to cash-based transfer modality; and the Enhanced Nutrition and Value Chain (ENVAC) initiative was mainstreamed into the country programme.

36. The T-ICSP (2018) served as a one-year extension of the Country Programme 2012–2017 to allow the Ghana country office sufficient time to develop the CSP. The T-ICSP did not introduce a major change from the country programme and most of the activities of the T-ICSP were continued in the CSP as shown in Table 2 below.

Table 2: Overview of T-ICSP and CSP activities

Strategic outcome	T-ICSP (Jan–Dec 2018) activities	CSP (2019–2023) activities	Changes in activities from T-ICSP to CSP
SO1: Vulnerable populations, including children and women of reproductive age, in high burden regions have improved nutritional status in line with national targets by 2025.	01: Provide take-home rations, nutrition education and adolescent sexual and reproductive health education to girls in junior high school. 02: Provide commodity vouchers to access locally produced specialized nutritious foods (SNFs) to pregnant and lactating women (PLW) and girls, people living with HIV (PLHIV) and children 6–23 months. 03: Provide capacity strengthening to Ghana Health Service (GHS) for nutrition counselling and social behavioural change communication (SBCC).	01: Provide cash/vouchers for specialized nutritious foods and/or micronutrient-dense fresh foods to vulnerable children 6–23 months, adolescent girls, pregnant and lactating women and girls under government safety nets programmes, and support Ghana Health Service on SBCC for healthy diets in high burden areas.	Discontinuation of take-home rations and commodity vouchers for people living with HIV.
SO2: Targeted populations and communities in Ghana benefit from more efficient, inclusive and resilient food systems that support nutrition value chains by 2030.	04: Provide technical support to selected community-level processors of blended flours. 05: Provide financial and technical support to two industrial processors for equipment upgrade. 06: Provide capacity building and equipment support for smallholder farmers on good agricultural practices, post-harvest handling and quality assurance.	02: Provide technical support on production of fortified flours, food safety and quality assurance to selected community-level and industrial food processors.	No changes made in activities. Provision of technical support to community food processors, industrial food processors and to smallholder farmers to reduce post-harvest losses, improve food safety and quality and ensure production of fortified foods continued in the CSP.

⁸⁷ WFP 2018. “Ghana Transitional Interim Country Strategic Plan 2018”.

⁸⁸ Evaluations carried out were the WFP Ghana Country Programme (2012–2017), Mid-term evaluation and the Purchase for Progress (P4P) impact evaluation.

⁸⁹ Country Strategic Plan (2019–2023).

		03: Provide support and link smallholder farmers to the “Government One District One Warehouse Flagship” through training.	
SO3: Local and national institutions have strengthened capacity to better target and manage food security, nutrition and social protection programmes by 2030.	07: Provide technical support to the national school feeding programme on policy implementation and monitoring, targeting, nutritious quality of school meals and linkages to smallholder farmers.	04: Provide technical support, including through South-South cooperation, to the national school feeding programme, the Ministry of Food and Agriculture’s Statistics Research and Information Directorate (MoFA-SRID), the National Disaster Management Organization (NADMO), the Food and Drugs Authority (FDA) and GHS on nutritional quality of school meals, food security monitoring, early warning system, disaster risk reduction and emergency preparedness, food safety and quality, and food-based dietary guidelines.	Capacity strengthening activities started in T-ICSP expanded under CSP as indicated in CSP Activity 4.
SO4: Government efforts towards achieving zero hunger by 2030 are supported by advocacy and effective and coherent policy frameworks.	08: Provide technical support for policies and legislation related to social protection, nutrition, local fortification and smallholder farmers to the Government.	05: Advocate for promulgation and enforcement of policies and legislation related to: school feeding, gender, nutrition, food safety, weights, measures and standards, smallholder-friendly public procurement, and market support at national institutions.	Technical support for policy coherence work in T-ICSP was continued in the CSP.
SO5: Crisis-affected populations are able to meet their basic food and nutrition needs during and in the aftermath of shocks (added following Budget Revision 1).		06: Provide food and nutrition assistance through in-kind or cash-based transfers to crisis-affected populations, including populations in COVID-19 epicentres, refugees and displaced persons, adolescent girls and other vulnerable groups.	Support for crisis-affected populations added during the CSP through the first budget revision in 2020 to respond to the COVID-19 pandemic and expected refugees.

37. The CSP (2019–2023), approved in October 2018, continued the strategic shift from direct implementation to an enabler role by WFP. The line of sight shows interlinkages across activities to promote integrated delivery of WFP work in Ghana (Figure 4). Strategic Outcome (SO) 2 aimed at strengthening food systems to increase production and make available quality, safe and nutritious food to vulnerable populations targeted under SO1. Under SO1, the SBCC intervention aimed at creating demand for nutritious food among targeted populations. SO3 and SO4 focused on country capacity strengthening (CCS) and policy coherence respectively, contributing to the achievement of SO1 and SO2 results.

Figure 4: Overview of CSP strategic outcomes and activities and their linkages to WFP Strategic Plan (2017–2021)⁹⁰



Source: WFP Ghana Country Strategic Plan (2019–2023).

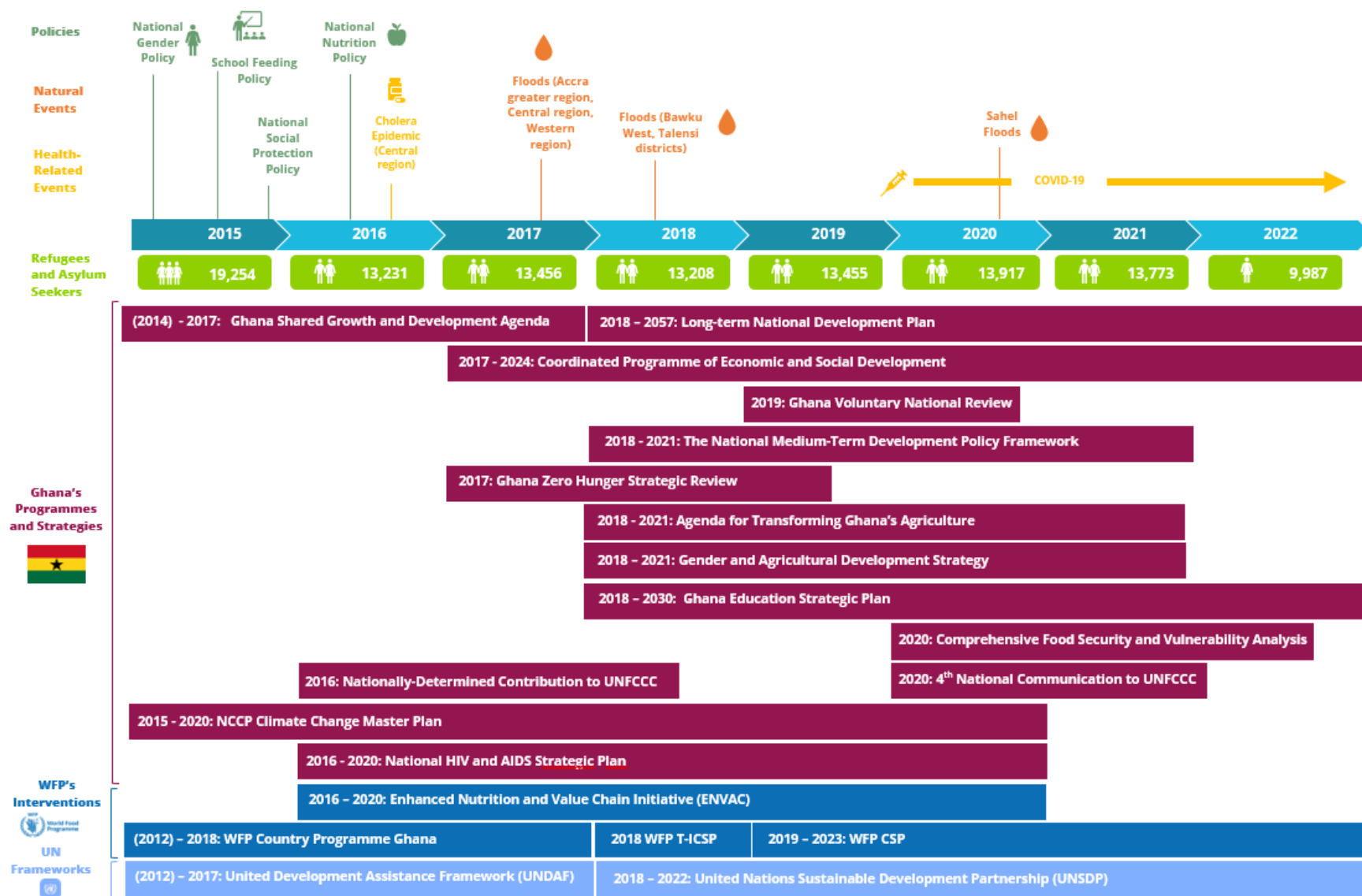
38. The T-ICSP and CSP did not have an explicit theory of change at the time of design, but the reconstructed theory of change (Annex VIII), developed by the evaluation team, in consultation with the WFP country office, shows that major assumptions underlying the T-ICSP and CSP logic are that: (1) cash-based transfer/voucher system will work for vulnerable populations to enable them to access nutritious foods; (2) targeted populations prefer, demand and have access to locally produced nutritious food and locally produced nutritious food is available; (3) food produced locally is safe and of good quality and the market for it is readily available through the SBCC intervention; (4) farmers meet the quality standards of food processors and institutional buyers; and (5) capacity strengthening will result in individual and institutional change.

39. The T-ICSP and CSP were implemented in a consistent and stable policy and governance environment as shown in Figure 5. The T-ICSP and CSP were also guided by various analyses of food security and the vulnerability situation in the country. Due to the stable policy, governance and institutional environment, there were no strategic changes to the T-ICSP and CSP except for one budget revision undertaken in response to COVID-19 and an expected refugee influx to Ghana.

40. Modalities of implementation of the T-ICSP and CSP include take-home rations and the use of cash-based transfers to enable targeted vulnerable populations to access locally produced and processed nutritious foods. Capacity strengthening was a major delivery modality, targeted at national, subnational and community levels. Market-based approaches were also used to strengthen market linkages from smallholder farmers to food processors to retailers.

⁹⁰ This reflects the line of sight after the CSP 2019–2023 BR01 that introduced Strategic Outcome 5.

Figure 5: Overview of policies and context for the T-ICSP and CSP in Ghana



UNFCC: United Nations Framework Convention on Climate Change; NCCP: National Climate Change Policy. Source: Evaluation Team

Budget and funding

41. The T-ICSP had a needs-based plan (NBP) of USD 11.5 million and aimed at reaching 193,000 beneficiaries. The needs-based plan was 93 percent funded, with activities 7, 6 and 2 being the highest funded at 99 percent, 95 percent and 76 percent respectively as shown in Table 3.

Table 3: Overview of the T-ICSP outcomes, activities and needs-based plan, 2018

Focus area	Strategic outcome	Activity	NBP as per BR01 (USD)	Allocated resources (USD)	% NBP funded as per BR01
Root causes	SO1: Vulnerable women, adolescent girls, people living with HIV and children aged 6-23 months in targeted areas have enhanced nutritional status all year round.	Activity 1: Provide take-home rations, nutrition education and adolescent sexual and reproductive Health education to adolescent girls in junior high school.	3,338,386	1,480,805	44.36%
		Activity 2: Provide commodity vouchers to access locally produced specialized nutritious foods to pregnant and lactating women and girls, people living with HIV and children 6-23 months.	2,373,447	1,722,708	72.58%
		Activity 3: Provide capacity strengthening to Ghana Health Service for nutrition counselling and social behavioural change communication (SBCC).	362,962	88,865	24.48%
Root causes	SO2: Targeted populations and communities benefit from enhanced food systems which support nutrition value chains by 2030.	Activity 4: Provide technical support to selected community-level processors of blended flours.	943,176	455,809	48.33%
		Activity 5: Provide financial and technical support to two industrial processors for equipment upgrade.	843,021	517,042	61.33%
		Activity 6: Provide capacity building & equipment support for smallholder farmers on good agricultural practices, post-harvest handling and quality assurance.	801,421	791,680	98.78%
Root causes	SO3: National institutions have strengthened capacity to manage food security and safety nets programmes by 2020.	Activity 7: Provide technical support to the national school feeding programme on policy implementation and monitoring, targeting, nutritious quality of school meals and linkages to smallholder farmers.	539,625	510,772	94.65%
Root causes	SO4: Government efforts towards achieving zero hunger by 2030 are supported by effective and coherent policy frameworks.	Activity 8: Provide technical support for policies & legislation related to social protection, nutrition, local fortification and smallholder farmers to the Government.	197,837	\$68,484	34.62%
Direct support costs (DSC)			1,380,439	1,380,439	100.00%
Indirect support costs (ISC)			700,720	537,431	76.70%
TOTAL T-ICSP Ghana			11,481,034	10,715,376	93.33%

Source: IRM Analytics Report ACR1 GH01 on 31.12.2018; Ghana NBP Budget 11 on 10.10.2018; Ghana T-ICSP approved; GH01 original and final CPB.

42. The country strategic plan was approved in October 2018 with a needs-based plan of USD 72 million. There was one budget revision during the CSP period aimed at enabling WFP to respond to the COVID-19 pandemic and the potential influx of refugees to Ghana. This revision increased the needs-based plan by 23 percent (from USD 72 million to USD 94 million). As at October 2022, the needs-based plan was funded at 32 percent (Table 4).

Table 4: Country strategic plan needs-based plan versus allocated resources by activity

Strategic outcome	Activities	NBP as per BR01 (USD)	Allocated resources (USD)	% of NBP BR01 funded
SO1	Activity 1: Provide cash/vouchers for specialized nutritious foods and/or micronutrient-dense fresh foods to vulnerable children 6–23 months, adolescent girls, pregnant and lactating women and girls under government safety net programmes, and to support Ghana Health Service on SBCC for healthy diets in high-burden areas.	19,181,226	10,501,867	54.75%
SO2	Activity 2: Provide technical support to production of fortified flours, food safety and quality assurance to selected community-level and industrial food processors.	11,793,087	1,975,986	16.76%
	Activity 3: Provide support and link smallholder farmers to the Government's "One District One Warehouse" flagship through training and equipment support for the reduction of post-harvest losses, for quality assurance and for market linkages to processors and institutional demand.	12,704,635	4,277,220	33.67%
SO3	Activity 4: Provide technical support including through South-South cooperation to the national school feeding programme, MoFA-SRID, NADMO, FDA and GHS on nutritional quality of school meals, food security monitoring, early warning system, disaster risk reduction and emergency preparedness, food safety and quality, and food-based dietary guidelines.	12,151,854	3,415,961	28.11%
SO4	Activity 5: Advocate for promulgation and enforcement of policies and legislation related to school feeding, gender, nutrition, food safety, weights, measures and standards, smallholder-friendly public procurement, and market support at national institutions.	4,126,155	611,522	14.82%
SO5	Activity 6: Provide food and nutrition assistance through in-kind or cash-based transfers to crisis-affected populations, including populations in COVID-19 epicentres, refugees and displaced persons, adolescent girls and other vulnerable groups.	20,088,234	3,413,940	16.99%
Total transfer and implementation		80,045,191	24,196,496	30.23%
Direct support costs (DSC)		8,321,837	4,956,117	59.56%
Indirect support costs (ISC)		5,743,847	1,228,604	21.39%
Total CSP Ghana		94,110,875	30,381,217	32.28%

Source: CPB vs. Actual Resources on 7.10.2022.

Gender

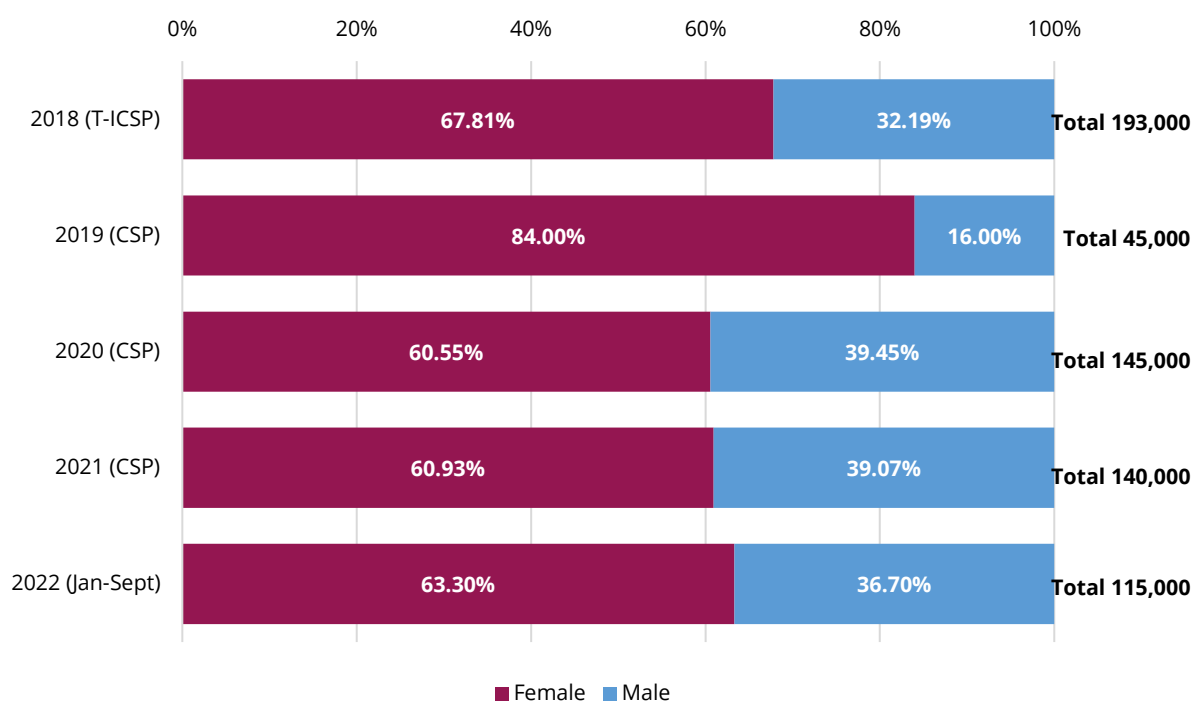
43. The CSP fully integrated gender (gender and age marker = 3) in line with the minimum requirement at its design stage. However, no standalone gender analysis was conducted to inform the CSP. Gender was integrated into the CSP vision, activities and results framework, which included indicators disaggregated by gender and age. Further, a gender marker was included under each outcome of the CSP. Under SO1, the food security and nutrition needs of women (including adolescent girls) and men were considered in targeting food assistance. Under SO2, different challenges facing women and men smallholder farmers were considered in designing the support to farmers and farmer-based groups. Gender was also integrated into capacity strengthening interventions under SO3 and policy coherence interventions under SO4. For instance, the comprehensive food security and vulnerability analysis included gender-responsive indicators and the school feeding programme targeted caterers, the majority of whom are women. In addition, the

advocacy for school feeding legislation and increase of funds allocated to school feeding programme was expected to increase enrolment, retention and completion rates of girls at primary school level while HIV-sensitive social protection was expected to improve the nutritional status of HIV-affected households led by women and men. Under SO5, the majority of COVID-19 affected populations targeted were women and girls, as shown in Figure 6. The CSP also had in place a monitoring system for tracking gender equality and women’s empowerment as a cross-cutting aim.

Country strategic plan beneficiaries

44. Under the T-ICSP SO1, WFP targeted adolescent girls in junior high school with in-kind food assistance. It also targeted people living with HIV, pregnant and lactating women and children 6–23 months with commodity vouchers to access specialized nutritious foods.⁹¹ Under the CSP SO1, the targeted beneficiaries were children 6–23 months, pregnant and lactating women and adolescent girls. Under SO5, WFP targeted refugees and populations affected by COVID-19. The number of beneficiaries targeted by WFP fluctuated year-on-year with the highest number targeted in 2018. With regard to age, most beneficiaries targeted were adults of 18 years and above. Figure 6 and Figure 7 show the planned beneficiary coverage during the T-ICSP and CSP periods by age and gender.

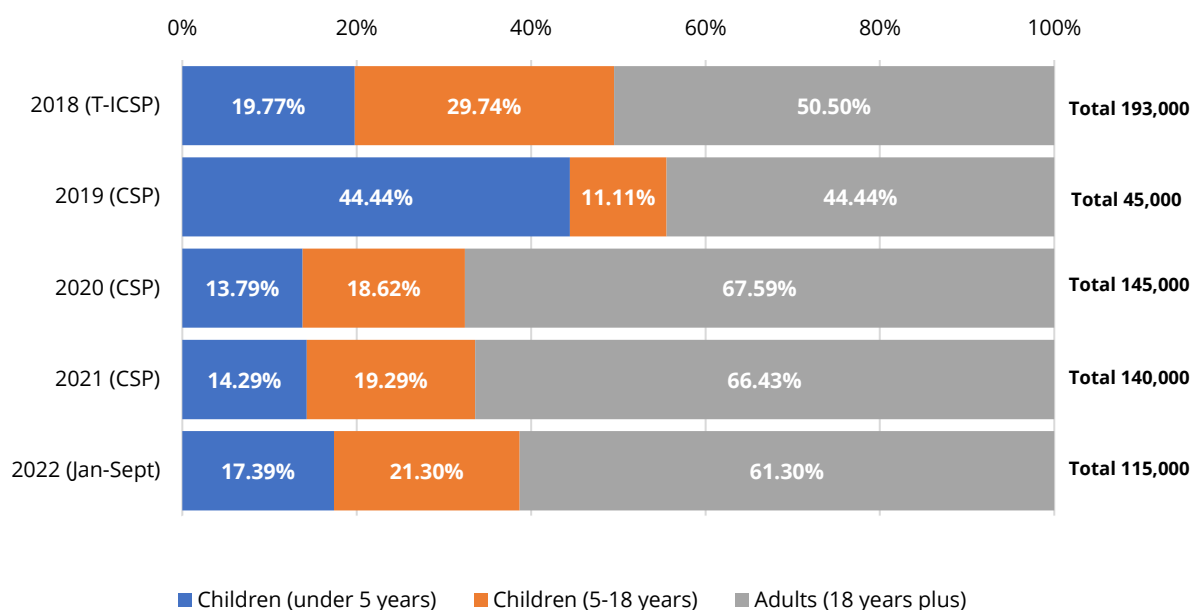
Figure 6: Planned country strategic plan beneficiaries by gender 2018–2022



Source: COMET report CM-R001b. Jan–Sept 2022 data provided by the country office.

⁹¹ Throughout the report, “female beneficiaries” refer to women and girls, while “male beneficiaries” refer to men and boys.

Figure 7: Planned country strategic plan beneficiaries by age 2018–2022⁹²



Source: COMET report CM-R001b. Jan – Sept 2022 data provided by the country office.

New initiatives and country office analytical work

45. New initiatives introduced during the CSP implementation period include cash-based transfers (CBT) to daily wage earners and smallholder farmers who lost their livelihoods due to the COVID-19 lockdown measures. WFP further expanded its livelihood support to vulnerable populations to enable them to have access to nutritious foods. WFP, in partnership with the Bill and Melinda Gates Foundation, is also increasing its footprint in social protection through support for women’s financial inclusion to enable them to save and initiate productive activities.

46. During the CSP period, WFP conducted a comprehensive food security and vulnerability analysis (CFSVA) to provide evidence on food security and nutrition to government and development partners to inform programming.⁹³ The country office also conducted a food security vulnerability analysis⁹⁴ of households impacted by HIV, which informed the provision of nutrition support to these households. The country office further undertook needs assessments prior to launching any cash-based transfers and for people affected by COVID-19 to identify beneficiaries and any risks they might face in receiving cash transfers. Another key analytical work was the school feeding programme cost-benefit analysis, which informed advocacy for increasing financial allocation to the school feeding programme.⁹⁵ A decentralized evaluation for the ENVAC project was carried out in 2021, which provided findings on the performance of the support to market-based approaches to strengthening food systems.

⁹² Note: The WFP corporate age categories were adjusted in 2019. In 2018 the categories were under 5, 5-18, and 18 and above, whereas from 2019 onwards it is under 5, 5-17, and 18-59.

⁹³ Key informant interviews with WFP and government stakeholders.

⁹⁴ WFP. 2019. Assessment of Food Security and Vulnerability of HIV-affected Households in Selected Regions in Ghana.

⁹⁵ WFP. 2016. School Feeding in Ghana, Investment Case: Cost-Benefit Analysis.

1.4 EVALUATION METHODOLOGY, LIMITATIONS AND ETHICAL CONSIDERATIONS

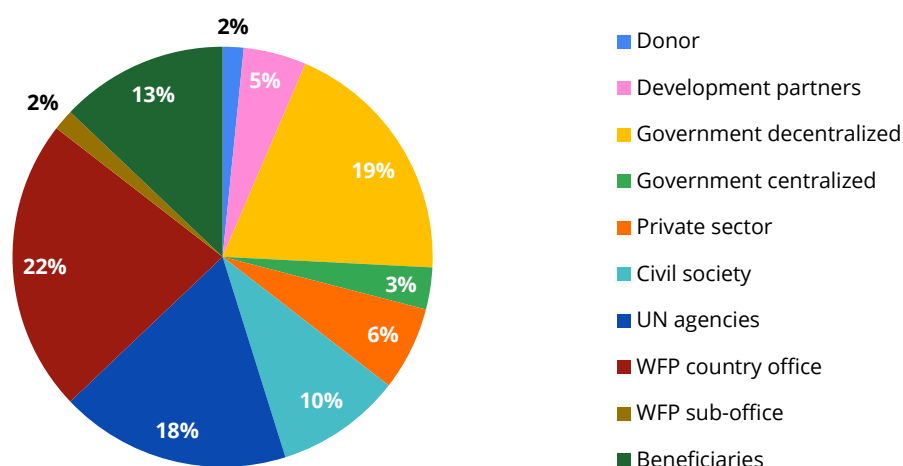
47. The evaluation applied a theory-based approach, supported by the reconstructed theory of change (Annex VIII) and an evaluation matrix (Annex IV). The theory of change informed the analysis of the pathway from activities to outcomes of the country strategic plan, and the underlying assumptions and contextual issues. The evaluation matrix detailed the entire evaluation plan and was a central element used by the evaluation team to guide data collection, analysis and reporting.

48. The evaluation was framed around four key evaluation questions and 16 sub-questions (see the evaluation matrix – Annex IV), which were contextualized for Ghana. The evaluation questions are common to all CSPs and broadly cover relevance and coherence (EQ1), effectiveness and sustainability (EQ2), efficiency (EQ3) and factors explaining performance (EQ4). The evaluation also explored five themes that were of interest to the country office within the context of the broad evaluation questions. The findings for the themes are presented under respective evaluation questions as follows:

- a. the role of capacity strengthening in enhancing food security under EQ2.2;
- b. the transition from in-kind assistance to cash-based transfers under EQ2.1;
- c. the adaptation of the WFP country office human resources to the enabler role under EQ4.4;
- d. the contribution of the private sector to the strengthening of food systems under EQ4.3; and
- e. the interface between the nutrition value chain and resilience under EQ2.1.

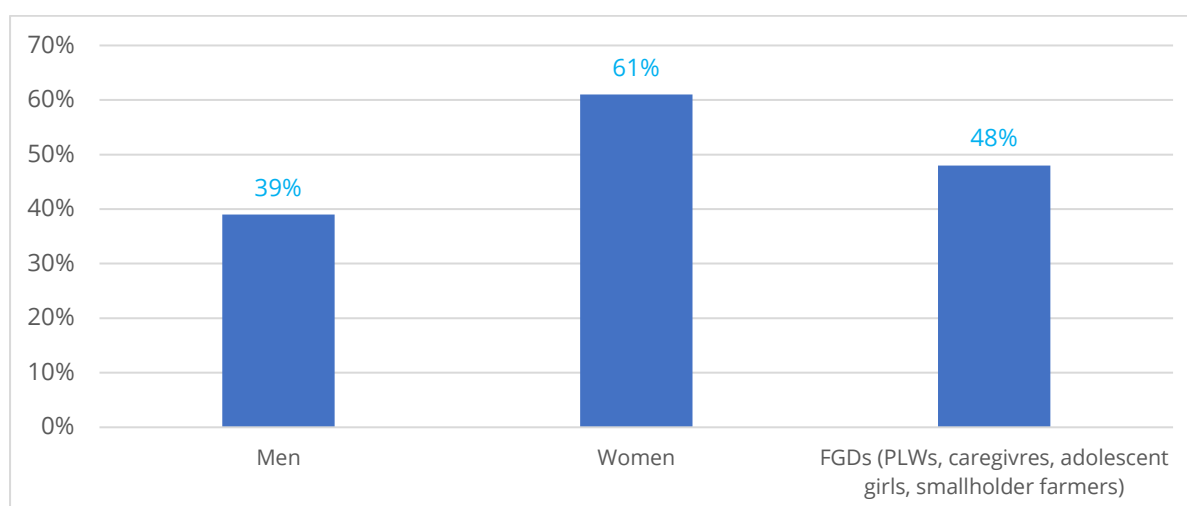
49. The evaluation used a mixed methods approach to data collection. Data were collected from multiple sources including documents and field study. A total of 210 individuals were reached through one-to-one and group interviews and focus group discussions (FGDs) (Figure 8). These comprised 61 percent women and 39 percent men. Seven focus group discussions were held with 100 participants comprising pregnant and lactating women, caregivers, adolescent girls and smallholder farmers, as shown in Figure 9. More than 150 documents were reviewed (Annex XII). Analytical methods included descriptive quantitative analysis, qualitative analysis and contribution analysis as well as method triangulation

Figure 8: Percentage of interviews carried out per stakeholder category



Source: Evaluation team.

Figure 9: Proportion of people interviewed by gender and focus group discussion (N=210)



Source: Evaluation team.

50. The regions selected for field study were Northern (Sagnarigu district) and Ashanti (Asokore Mampong district) based on the criteria of: (i) concentration of WFP interventions, and (ii) accessibility of the project sites. The field study also involved visits to food processors, retailers, warehouses, farmer-based organizations (FBOs), health facilities, and the local Ministry of Food and Agriculture, the Ministry's officials and NGOs.

51. **Cross-cutting issues:** GEWE was integrated into the evaluation method. The data collection instruments included questions that elicited information on GEWE from key informants and beneficiaries. The selection of beneficiaries interviewed also ensured representation of both women and men. In total, 61 percent of the people interviewed were women. During interviews with mixed groups such as smallholder farmers, the evaluation team provided opportunities for both men and women to provide feedback.⁹⁶ The evaluation team also integrated enquiries on disability into the evaluation through including a specific line of inquiry on CSP mainstreaming of social inclusion and disability. The evaluation team assessed whether the CSP output- and outcome-level data as well as beneficiary data were disaggregated by gender and disability status.

52. **Ethical considerations:** Ethical considerations were embedded throughout the evaluation's implementation as detailed in the evaluation methodology (Annex III). For instance, the evaluation team signed the WFP confidentiality statement and adhered to ethical safeguards. Interviews with beneficiaries were held in locations and at times that ensured beneficiary protection and confidentiality of information. The evaluation team used translators, which allowed beneficiaries to express themselves in their local language. Key informants as well as beneficiaries participated in the interviews on the basis of informed consent. Stakeholders were informed of their right to participate and of their prerogative to terminate an interview at any point. The evaluation team used data management protocols that ensured confidentiality of data and anonymity of stakeholders (beneficiaries) in line with WFP data protection standards.

53. **Main limitations:** The limitations of the evaluation, and mitigation measures taken to address these limitations are outlined in Table 5. Only validated findings are presented in the report.

⁹⁶ WFP. 2017. Technical note: integrating gender in WFP evaluations.

Table 5: Evaluation's limitations and mitigation measures

Summary of limitations	Mitigation measures
Some of the country strategic plan activities (such as the ENVAC project and food assistance to adolescent girls in the form of take-home rations) had ended and the evaluation team had to draw upon the recall of beneficiaries and key informants in these cases.	This limitation was mitigated through triangulation of data sources – observation, documentary evidence and stakeholder recall.
WFP country office lacked adequate data that could support cost efficiency and cost effectiveness analysis.	The evaluation team and WFP country office reviewed the data available during the inception mission and determined that a cost efficiency and cost effectiveness analysis would not be feasible for this evaluation. The relevant evaluation sub-question was, therefore, dropped at the inception stage.
The country capacity strengthening indicators were limited to measuring the number of people trained or engaged; leaving out how the capacities that were developed were utilized.	The evaluation team complemented the monitoring data with information from key informants to assess country capacity strengthening outputs and how the outputs were utilized.

54. **Data analysis and quality assurance:** Analytical methods included descriptive quantitative analysis, qualitative analysis and contribution analysis as well as method triangulation. The evaluation report has undergone a thorough quality assurance process within the evaluation team and the Office of Evaluation. The process has strictly followed the WFP centralized evaluation quality assurance system (CEQAS) and relevant guidance materials, including the guidance for process and contents for CSPEs.

2 Evaluation findings

55. The findings section is systematically organized around the evaluation matrix and presents the responses to each evaluation sub-question. The evaluation presents a summary of findings per evaluation sub-question.

2.1 EQ1: TO WHAT EXTENT IS THE CSP EVIDENCE-BASED AND STRATEGICALLY FOCUSED TO ADDRESS THE NEEDS OF THE MOST VULNERABLE?

EQ1.1 To what extent was the CSP informed by existing evidence on the hunger challenges and on the food security and nutrition issues prevailing in the country to ensure its relevance at design stage?

Summary

The CSP addressed the food security and nutrition needs of vulnerable populations that were identified through evidence generated from reviews, analysis and surveys.

Finding 1.1a: Activities and outcomes of the country strategic plan responded to the food and nutrition security challenges in Ghana. Major sources of evidence that shaped the CSP included the National Zero Hunger Strategic Review (NZHR), the Fill the Nutrient Gap Analysis, and the Demographic and Health Survey.

56. The CSP considered the National Zero Hunger Strategic Review⁹⁷ findings and recommended actions.⁹⁸ The NZHSR covered all SDG 2 indicators. It also assessed the gender dimensions of food security and nutrition and all policies, plans and programmes responding to food security, nutrition, food systems and agricultural production challenges in the country. The country strategic plan is well aligned with the recommended actions in the zero hunger review roadmap. For instance, the SO1 social and behavioural change (SBCC) and cash-based transfer interventions are in line with the review recommendations on enhancing nutrition education, increasing the consumption of nutritious foods, ensuring foetal nutrition during pregnancy, and the promotion of the 1000 Days concept.⁹⁹ SO2 supports the implementation of the review recommendations on building the capacity of, and establishing market linkages for, smallholder farmers, thereby encouraging agroprocessing and ensuring food safety and quality, as well as reducing post-harvest losses. Under SO3, the CSP conducted food security and nutrition assessments and monitoring, which were a key recommendation of the zero hunger review. SO4 sought to address gaps in policy implementation identified in the review.

57. The CSP also used data from the national Demographic and Health Survey (DHS 2015) in its situational analysis and for prioritizing target populations. This provided data on prevalence, age, gender, socioeconomic status and geographical distribution of stunting, wasting, being underweight and overweight, anaemia and micronutrient malnutrition among infants and young children, adolescent girls and pregnant and lactating women.

⁹⁷ The John A. Kufuor Foundation 2017. *The National Zero Hunger Review*.

⁹⁸ The review was commissioned by WFP and conducted by a multidisciplinary team of experts from the John A. Kufuor Foundation and key government ministries; and validated through national, regional and district stakeholder consultations.

⁹⁹ The first 1,000 days from conception to two years of age are pivotal in determining a child's destiny. In this short timeframe, the damage done by poor nutrition can cause stunting – impaired development as a result of chronic malnutrition with irreversible damage to children's bodies and brains. WFP therefore concentrates its efforts where they will have the most impact, targeting young children, pregnant women and breastfeeding mothers to prevent chronic malnutrition. The right nutrition in this window of opportunity will increase children's chances of survival, build their immune systems and unlock their potential.

58. The Fill the Nutrient Gap (2016) analysis, was another key source of information for the CSP design. This analysis presented best case recommendations for the most effective and cost-beneficial actions to address nutrition challenges, which were adopted by the CSP under SO1. These recommendations included: (i) provision of value vouchers as a means of supplying nutritious fortified foods to young children; (ii) provision of value vouchers for SuperCereal Plus for pregnant and lactating women in northern Ghana, and (iii) provision of value vouchers for multiple micronutrient supplements for adolescents in northern Ghana.

59. In 2020, the CSP was revised to support populations affected by COVID-19 and expected refugees. These refugees' needs were identified by the Inter-Agency Working Group on Emergencies that was monitoring the potential for influx of refugees from Côte d'Ivoire and Burkina Faso. Daily wage earners and smallholder farmers who lost livelihoods due to COVID-19 lockdowns were prioritized, but the evaluation did not find evidence of a specific needs assessment carried out to inform the CSP revision.¹⁰⁰

EQ1.2 To what extent is the CSP aligned with national policies and plans and to the SDGs?

Summary

The CSP is well aligned with, and supported, implementation of the Ghana national development framework, and the CPESDP (2017-2024), as well as sector policies and plans related to food security and nutrition. The CSP was also well aligned with, and contributed to, the Government's efforts towards achievement of SDGs 2 and 17.

Finding 1.2a: The country strategic plan demonstrated alignment with national policies and initiatives as outlined in the CPESDP (2017–2024) as well as sectoral policies and plans, particularly for nutrition, school feeding, agriculture, social protection and gender.

60. The CSP prioritized interventions identified in the CPESDP 2017–2024 to address hunger and nutrition challenges. The interventions include: reduction of post-harvest food losses; promoting production and consumption of specialized nutritious foods (SNF) and locally grown, indigenous nutritious foods; strengthening early warning systems and emergency preparedness; and promoting research and development.

61. The CSP is aligned with several government sector policies and plans, as outlined in Table 6.

Table 6: CSP alignment to sector policies and plans

Policy	Priorities of the policies and strategies to which the CSP was aligned
National Nutrition Policy (2016).	Nutrition-sensitive interventions including: SBCC; access to and consumption of diversified foods; micronutrient supplementation for home fortification; and delivering nutrition interventions through schools. Nutrition-sensitive priorities including: scaling up of food processing; use of safe technologies in food systems; promotion of locally grown, indigenous, nutrient-rich foods; and expansion of social protection interventions.
School Feeding Policy. ¹⁰¹	Capacity strengthening of the school feeding programme. Strengthening collaboration and coordination between national and subnational actors in implementing school feeding programme.

¹⁰⁰ WFP responded to the Government request for support for daily wage earners and smallholder farmers affected by COVID-19. However, it is not clear whether the Government did an assessment to identify the needs of these populations. WFP conducted an assessment to identify beneficiaries before providing food assistance in response to COVID-19.

¹⁰¹ Government of Ghana 2015. "National School Feeding Policy".

	Capacity support for local enterprises involved in food production, marketing and processing.
National HIV and AIDS Strategic Plan 2016–2020. ¹⁰²	Provision of food assistance to poor, heavily impacted HIV households. Inclusion of HIV-impacted households in the Livelihood Empowerment Against Poverty (LEAP) programme.
Social Protection Policy. ¹⁰³	Promoting coherent and complementary social protection programming in public sector and non-state constituencies. Building links between social assistance and productive, social and financial inclusion. Promoting effective, transparent and accountable processes to ensure resources are used efficiently and effectively.
Investing for Food and Jobs, 2018–2021.	The planting for food and jobs programme aimed to ensure food security, increase employment opportunities and supply raw materials to industry. The “One District One Factory” programme aimed to increase the value addition of local raw materials including agroprocessing. The “One District One Warehouse” programme aimed to minimize post-harvest losses and improve market links.
National Gender Policy (2015).	Implemented school health nutrition programmes to benefit particularly disadvantaged girls and boys. Promotes a savings culture among women, as well as promoting secure and affordable financial services to women.

Finding 1.2b: The CSP is consistent with the Sustainable Development Goal (SDG) priorities, particularly SDG 2 (zero hunger) and SDG 17 (partnerships).

62. The development of the line of sight ensured that the CSP is aligned with the SDGs. The line of sight shows clear linkages between the CSP strategic outcomes and SDGs 2 and 17.

63. The CSP (2019–2023) contributed to government efforts to achieve SDG 2 (zero hunger) through its support to improving food security and the nutritional status of vulnerable populations (pregnant and lactating women, children under 2 and adolescent girls) and populations affected by COVID-19. The capacity strengthening interventions focused on enabling institutions to better address food security and nutrition in the country.¹⁰⁴ The CSP (2019–2023) also contributed to SDG 17 through enhancing partnerships with government ministries, departments and agencies, the private sector, civil society and development partners.

64. The CSP also made contributions to: SDG 3, on health through nutritional support to people living with HIV; SDG 4, on education through support to the school feeding programme; SDG 1, on poverty reduction through improvement of livelihoods of vulnerable populations; and SDG 5, on GEWE through the integration of gender into strategic outcomes 1 to 4 and through having specific nutrition support and food systems strengthening interventions responsive to women’s needs.

¹⁰² “Ghana National HIV and AIDS Strategic Plan 2016–2020”.

¹⁰³ Ministry of Gender, Children and Social Protection 2015. “Ghana National Social Protection Policy”.

¹⁰⁴ These institutions include: Ghana Health Services; Ministry of Gender, Children and Social Protection; Ministry of Food and Agriculture; Food and Drugs Authority; and the National Disaster Management Organization.

EQ1.3: To what extent is the CSP coherent and aligned with the wider United Nations, and does it include appropriate strategic partnerships based on the comparative advantage of WFP in the country?

Summary

The CSP was aligned with the United Nations Sustainable Development Plan (UNSDP) 2018–2022 results areas 1 and 2 and the United Nations' support to the Government's COVID-19 response. It also included partnerships based on the comparative advantage of WFP in the country

Finding 1.3a: The CSP is consistent and well aligned with the design of the United Nations Sustainable Development Partnership 2018–2022.

65. The CSP support for strengthening food systems under SO2 was aligned with the UNSDP Result Area 1, which prioritizes improvement of agricultural productivity through: expanding good agricultural practices; increasing resilience of the agricultural sector and communities and reducing their exposure to disaster risks; and supporting smallholder farmers to access productive resources and services.

66. Under UNSDP Result Area 2 (outcomes 3 and 4), the relevant actions of the CSP that are consistent with those of the UNSDP include enabling marginalized and vulnerable populations to demand and use health and nutrition services, and strengthening the capacity of national institutions to enhance resilience and prevent health emergencies. The CSP was also aligned with the UNSDP priority of supporting emergency preparedness through working with the National Disaster Management Organization (NADMO) and the Inter-Agency Working Group on Emergencies.¹⁰⁵

67. In the CSP, WFP included partners whose mandate and programmes aligned with the WFP comparative advantage in Ghana. These included government ministries and departments mandated to ensure food security and nutrition, social protection and emergency preparedness and response. It also included private sector firms (such as Sasa Technologies, Premium Foods and Yedent Food Processor) and civil society organizations (CSOs) involved in food systems strengthening such as agroprocessors and post-harvest handling technology suppliers, (for example, Farm Radio International, Savanna Signatures, Care International and Koko Plus Foundation), and CSOs supporting smallholder farmers to cultivate nutritious foods. Other partners selected were development partners including other United Nations agencies supporting food security and nutrition programmes.¹⁰⁶

EQ1.4: To what extent is the CSP design internally coherent and based on a clear theory of change articulating WFP's role and contributions in a realistic manner and on its comparative advantages as defined in the WFP strategic plan?

Summary

Although the CSP did not have an explicit theory of change, its design demonstrated internal coherence, with interlinkages and synergies across activities that contributed to various CSP outcomes. The CSP activities were also aligned with the comparative advantage of WFP. However, the interlinkage between downstream (community level) activities and upstream (capacity strengthening and policy coherence) activities was not well articulated.

Finding 1.4.a: The CSP did not have an explicit theory of change (ToC) but the interlinkages across activities demonstrate a coherent set of interventions generating value, strengthening capacity, providing support and generating demand for enhanced food security and nutrition among the

¹⁰⁵ Key informant interviews and annual country reports for 2019, 2020 and 2021.

¹⁰⁶ Country Strategic Plan (2019–2023).

most vulnerable people in communities. The CSP activities were in line with the comparative advantage of WFP.

68. The CSP did not have an explicit theory of change but it did include a line of sight (LoS).¹⁰⁷ The line of sight provides an overview of activities and expected results but does not address assumptions and the logical links among activities, outputs and outcomes. It does not articulate the interlinkages across interventions at the community level and the upstream capacity strengthening and policy coherence interventions. The line of sight also does not articulate the role of WFP and other stakeholders in operationalizing the theory of change.

69. The CSP outcomes and activities connect interventions in agriculture, food systems, health and social protection to achieve the overall goal of zero hunger. To achieve this, WFP has leveraged the capacity of various government and non-government agencies, consistent with its shift towards capacity strengthening.

70. Under SO1, WFP-implemented projects (including the stunting reduction project, adolescent girls nutrition intervention, and the retail project) aimed at addressing the priority nutrition challenges of pregnant and lactating women, young children and adolescents. These projects enhanced access to nutritious foods as well as created awareness of, and demand for, these foods. To ensure the availability of nutritious foods, activities in SO2 supported the capacity strengthening of industrial and community food processors as well as of smallholder farmers in food production, aggregation and marketing. Underlying these strategic outcomes was high-level engagement to advocate for specific policy improvements and improve coordination of food security and nutrition interventions across sectors such as health, agriculture, trade and social protection.

71. Interventions under SO3 and SO4 have strong coherence, with the evidence generated on the school feeding programme being used to inform advocacy for an increase of the school feeding grant and enactment of school feeding legislation. Evidence from the HIV-sensitive social protection assessment is being used to advocate for the LEAP programme to review its targeting criteria, and also for the Ghana AIDS Commission to scale up livelihood support to households impacted by HIV. Evidence generated from the flood information system, food security and nutrition security monitoring system, and the comprehensive food security vulnerability analysis is being used to inform government targeting of food security interventions and the development of district emergency contingency plans. These interventions contribute to the overall goal of achieving zero hunger in the country. SO5 was introduced in 2020 to address the emerging needs of populations affected by humanitarian emergencies. In a short space of time it has contributed to improving the food security and nutrition status of these populations.

72. The CSP activities were aligned with the comparative advantage of WFP. The organization's comparative advantage in Ghana includes: its ability to provide direct food assistance to vulnerable populations and those affected by humanitarian emergencies; its expert knowledge on food security and nutrition; and its status as a trusted partner in providing evidence on food security and the nutrition situation in the country. WFP also has expert knowledge and capacity to strengthen food systems through working with the private sector. It is gaining recognition for its ability to strengthen social protection programmes and its emergency preparedness and response capacity. The CSP activities are aligned with areas where WFP has a comparative advantage.¹⁰⁸

¹⁰⁷ A ToC was not required at the time of the CSP development.

¹⁰⁸ WFP staff, government, United Nations, private sector and civil society key informants.

EQ1.5: To what extent has WFP strategic positioning remained relevant throughout the implementation of the CSP, considering changing context, national capacities and needs – in particular in response to the COVID-19 pandemic?

Summary

The CSP was implemented in a stable environment, with no major changes in context, national capacities and needs of targeted populations, except for the COVID-19 pandemic. WFP demonstrated agility by promptly adjusting the CSP through a budget revision to respond to the COVID-19 pandemic and an anticipated refugee influx into Ghana from neighbouring countries.

Finding 1.5a: The CSP remained relevant throughout the implementation period and it adapted to the COVID-19 pandemic.

73. There were no significant changes in the policy, governance and institutional environment in which the CSP was implemented. With two adjustments, the CSP remained relevant throughout the implementation period. The first adjustment was one budget revision approved by the Board in May 2020 to introduce SO5. This enabled WFP to respond to the food security needs of people affected by COVID-19 and to an anticipated influx of refugees from Ivory Coast and Burkina Faso.¹⁰⁹ WFP used existing staff and activated its partnership with a private mobile money company to deliver cash-based transfers to the targeted populations. However, this budget revision did not go far enough to address the country capacity gaps in emergency preparedness and response. The second adjustment was that WFP modified the implementation approaches of the CSP activities in the light of the COVID-19 pandemic. Examples of these adjustments included: SO3 and SO4 activities being downscaled, partly because implementing government partners prioritized the response to COVID-19;¹¹⁰ days for provision of commodity vouchers being staggered to minimize congregation of beneficiaries at the health facilities; and WFP staff working remotely. Although these adjustments slowed down implementation, affected data collection and also affected achievement of targets, particularly those for capacity strengthening, they were necessary as a response to the COVID-19 pandemic.¹¹¹

2.2 EQ2: WHAT IS THE EXTENT AND QUALITY OF THE WFP SPECIFIC CONTRIBUTION TO COUNTRY STRATEGIC PLAN STRATEGIC OUTCOMES IN GHANA?

EQ2.1 To what extent did WFP activities and outputs contribute to the expected outcomes of the CSP and to the UNSDP? Were there any unintended outcomes, positive or negative?

74. The findings for this evaluation question are presented to mirror the line of sight. Findings are presented by CSP strategic outcome. Under each outcome, the extent to which outcome targets were achieved, and the outputs that contributed to the outcome results are analysed. Findings on the extent to which output targets were achieved and the activities contributing to this achievement as well as the

¹⁰⁹ WFP. 2020. "Country Strategic Plan Revision 01 Approved".

¹¹⁰ For instance, MoGCSP and Parliament were focused on responding to COVID-19 and unable to follow up on the school feeding legislation. South-South and triangular cooperation activities could not take place due to travel restrictions related to the COVID-19 pandemic. Food safety and quality training courses to be provided by the FDA offices in northern Ghana could not take place due to COVID-19.

¹¹¹ "Annual Country Report for 2020 and 2021" and WFP, government, private sector and civil society key informants.

reasons for achievement or non-achievement of output targets are also provided. The analysis of the extent to which all output, outcome and cross-cutting aim targets were achieved is presented in Annex IX.¹¹²

Strategic Outcome 1: Vulnerable populations, including children, pregnant and lactating women, adolescent girls and people living with HIV, in high burden regions have improved nutritional status in line with national targets by 2025.

Summary

The CSP nutrition interventions contributed to: the achievement of targets for the reduction of the anti-retroviral therapy (ART) default rate; the increase in ART nutrition recovery rate; improved school attendance; and increased consumption of micronutrient-rich foods. Also, there was an improvement in the minimum dietary diversity for women of reproductive age (in Northern Region). However, the expected reduction of reliance on consumption-based coping strategies was not achieved.

75. The CSP aimed to enhance the nutritional status of vulnerable populations, including pregnant and lactating women, young children, adolescent girls and people living with HIV (PLHIV) in line with national targets. The expected outcome-level changes to which the CSP was to contribute included: improvement of consumption-based coping strategy index; improvement in food consumption and dietary diversity; and increased consumption of an acceptable diet among the targeted populations. The T-ICSP outcome indicators were: adherence to anti-retroviral therapy (ART) and ART nutritional recovery among people living with HIV; and school enrolment and attendance among adolescent girls. The findings on the extent to which targets for these indicators were achieved are discussed below.

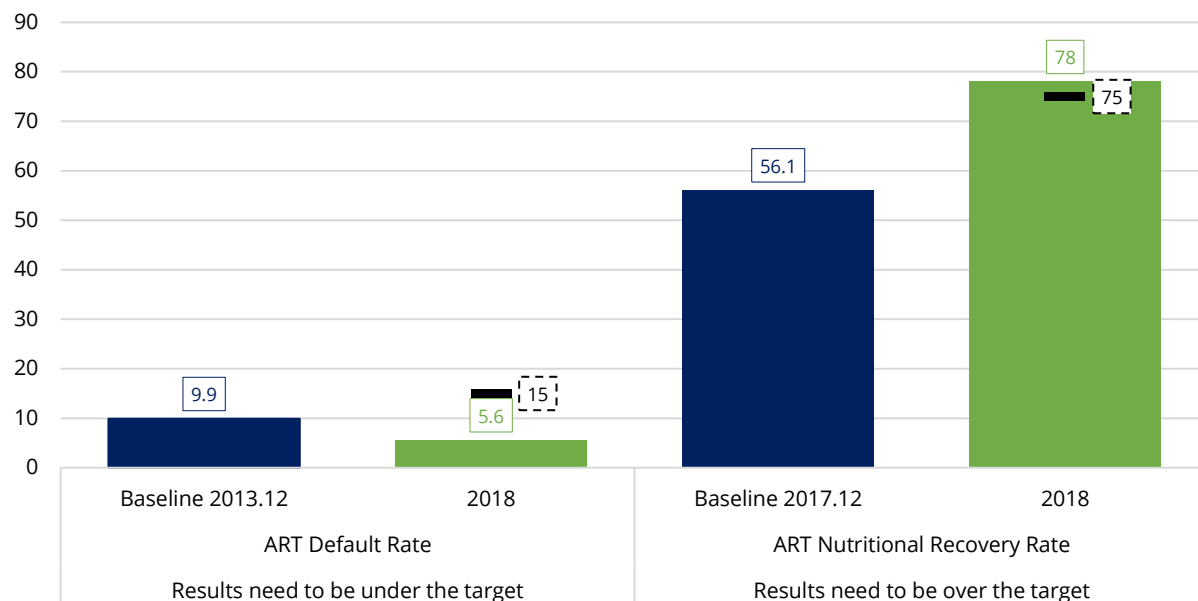
Nutritional support to people living with HIV

Finding 2.1.1a WFP food assistance and livelihood support contributed to improved adherence to ART and nutritional recovery among people living with HIV. However, this support was small-scale, covering four health facilities in Eastern Region.

76. The purpose of the nutritional support to people living with HIV was to enable beneficiaries to adhere to HIV treatment and to improve the nutritional status of those who were malnourished. Food assistance to people living with HIV was provided in 2018, after which WFP transitioned to a livelihood support intervention where households containing people living with HIV were trained and provided with seed funds to cultivate nutritious foods or start income-generating activities. Outcome indicator targets for nutritional support to people living with HIV were achieved, as shown in Figure 10.

¹¹² Non-complete indicators were excluded to simplify the presentation of indicators in the evaluation report. Non-complete indicators are indicators without data due to activities not taking place, being removed from the logframe etc.

Figure 10: Targets versus actual results for outcome indicators for nutritional status of people living with HIV in 2018



Source: COMET report CM L008b 2018.

77. The CSP provided food assistance to 3,708 people living with HIV against a target of 3,000 and this contributed to the reduction in the ART default rate and the increase in the ART nutrition recovery rate in 2018. Food assistance was provided to people living with HIV on ART and their households in four health facilities in Eastern Region, which is among the regions with highest HIV prevalence. However, the number reached did not represent the full scale of need, since the support was only provided on a pilot basis to a small group of beneficiaries.¹¹³ At the end of 2018, it was determined that those who had been supported were able and willing to be involved in income-generating activities, since the in-kind food assistance was not sustainable. From 2019 onwards, 3,000 households of people living with HIV participated in a livelihood intervention, which trained the beneficiaries living with HIV on entrepreneurship to enable them to diversify their income-generating activities in order to support their nutritional needs.¹¹⁴

¹¹³ Ghana AIDS Commission. 2019. "Assessment of food security and vulnerability of HIV-affected households in selected regions in Ghana".

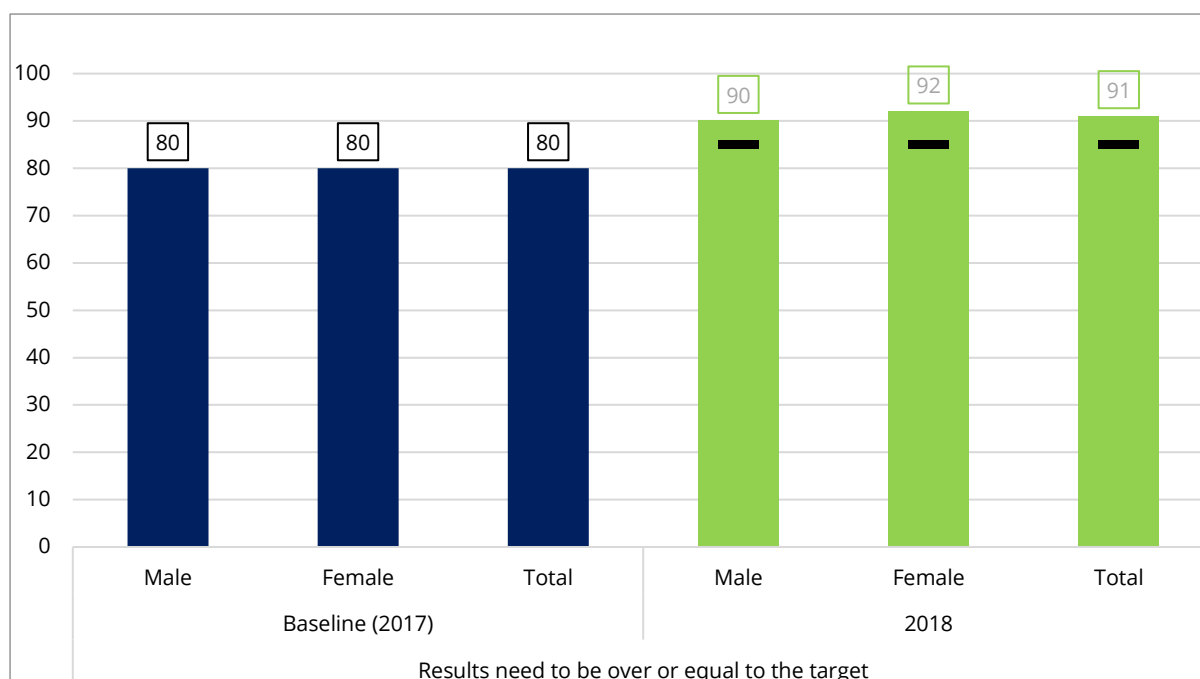
¹¹⁴ Annual Country Report 2021 and WFP 2021. "Evaluation of the livelihood programme for people living with HIV in four facilities in the Eastern Region, Ghana".

Take-home rations for adolescent girls in school

Finding 2.1.1b: During the T-ICSP, there was an increase in the school attendance rate but a reduction in school enrolment among adolescent girls.

78. The CSP intended to improve the nutritional status of adolescent girls by providing in-school adolescent girls in Northern Region with in-kind food assistance and reproductive health education. The school attendance rate for girls in WFP-assisted schools increased from 80 percent in 2017 to 92 percent in 2018 surpassing the target of 85 percent (see Figure 11). However, the 102 percent target for the school enrolment rate among girls was not achieved. Instead, the enrolment decreased from 93 percent in 2017 to 88 percent in 2018.

Figure 11: Targets versus results for school attendance rate of girls and boys in 2018



Source: COMET report CM L008b 2018.

79. Two activities were implemented to contribute to these outcomes. Activity 1 involved in-kind food assistance (take-home food rations), cash transfers and SBCC to adolescent girls in junior high school. Of the 96,000 girls targeted, only 51,300 (53 percent) received take-home food rations (Figure 12). Similarly, of the 54,000 boys targeted, only 28,850 received this support. The low performance in adolescent transfers may be due to delays experienced in decision making regarding which adolescents to target (in-school or out-of-school) and this resulted in loss of implementation time. In light of the low number of girls and boys reached relative to the target, the T-CSP contribution to the education outcomes was minimal. Furthermore, there was no data on nutrition outcomes for the targeted adolescents.

Prevention of stunting

Finding 2.1.1c: The CSP contributed to improved food consumption and food quality among women and young children, but the consumption-based coping index still remains higher than the target.

80. Table 7 and Table 8 show the performance of outcome indicators related to consumption of nutrient-rich foods. Daily household consumption of heme iron-rich foods exceeded outcome targets in all years except 2018. A similar outcome was observed for daily household consumption of vitamin A-rich and protein-rich foods. The data for 2018 do not effectively measure the outcomes achieved for that year because the baseline was undertaken in May 2018 and the results data were collected before year-end. Further details on the performance of outcome indicators related to nutrient-rich food consumption are presented in Annex IX.

81. Among women of reproductive age, the outcome indicator target on minimum dietary diversity was exceeded in Northern Region in 2019 and 2020, but not in Ashanti. There was no data on minimum dietary diversity in Ashanti for 2019 and in Northern Region for 2021. Further, the children aged 6-23 months who consumed a minimum acceptable diet only exceeded the outcome indicator target in 2019.

Table 7: Nutrition outcomes of households, adolescent girls, pregnant and lactating women, infants and young children (T-ICSP 2018) (Northern Region)

Indicator	Detailed indicator	Frequency	Baseline year (year.month)	Baseline value	2018.12 end target	Result year (year.month)	Result achieved
Food consumption score	Percentage of households that consumed heme iron-rich food (in the last 7 days)	Daily	2018.05	45	>80	2018.11	29.9
		Sometimes	2018.05	31	<20	2018.11	37
		Never	2018.05	24	=0	2018.11	33.1
	Percentage of households that consumed protein-rich food (in the last 7 days)	Daily	2018.05	56	>80	2018.11	67.7
		Sometimes	2018.05	36	<20	2018.11	29.9
		Never	2018.05	8	=0	2018.11	3.2
	Percentage of households that consumed vit. A-rich food (in the last 7 days)	Daily	2018.05	50	>80	2018.11	43.3
		Sometimes	2018.05	46	<20	2018.11	32.9
		Never	2018.05	5	=0	2018.11	23.8
Minimum dietary diversity – Women (15–49 years, including PLW)			2018.12	8.77	>8.77	2018.12	8.77
Proportion of children 6–23 months of age who receive a minimum acceptable diet			2018.01	41.3	=50	2018.12	47.2

Red: target not achieved. Source: ACR 2018.

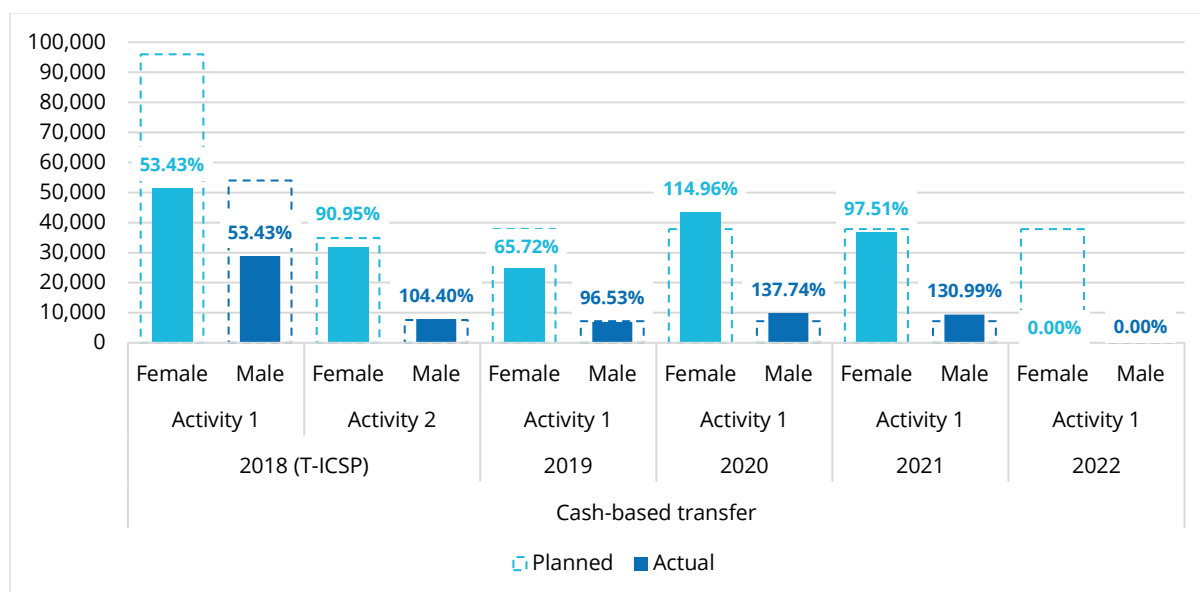
Table 8: Consumption of nutrient-dense food in households for children (CH 6–23 months) and pregnant and lactating women (CSP)

Outcome indicator	Target ben. Activity	Baseline		2019		2020		2021		2023.12 CSP-end target
		Year	Result	Target	Result	Target	Result	Target	Result	
Percentage of households that consumed heme iron-rich food daily (in the last 7 days)	CH	2019.07	54.09	≥ 54.09	68.96	≥ 54.09	66.97	≥ 54.09	62.93	≥ 54.09
	PLW	2018.12	29.9	≥ 29.90	64.23	≥ 29.90	49.19	≥ 29.9	47.44	< 30
Percentage of households that consumed vit. A-rich food daily (in the last 7 days)	CH	2019.07	79.34	≥ 79.34	80.05	≥ 79.34	84.97	≥ 79.34	88.55	≥ 79.94
	PLW	2018.12	43.3	≥ 43.30	73.08	≥ 43.30	61.8	≥ 43.30	65.03	≥ 43.30
Percentage of households that consumed protein-rich food daily (in the last 7 days)	CH	2019.07	87.1	≥ 87.1	93.69	≥ 87.1	93.85	≥ 87.1	91.28	≥ 87.1
	PLW	2018.12	67.7	≥ 67.70	85.58	≥ 67.70	80.23	≥ 67.70	68.92	≥ 67.70

Green: Target achieved. Source: COMET report CM L008b 2019, 2020 and 2021.

82. The CSP activities implemented that contributed to the outcomes described above included: food assistance delivered as commodity vouchers; cash transfers; and SBCC. Food assistance was distributed to beneficiary groups between 2018 and 2021, as shown in Figure 12 below.

Figure 12: Share of cash-based transfer beneficiaries reached (%) 2018–September 2022



Source: COMET report CM-R020, Jan–Sept 2022 data provided by country office.

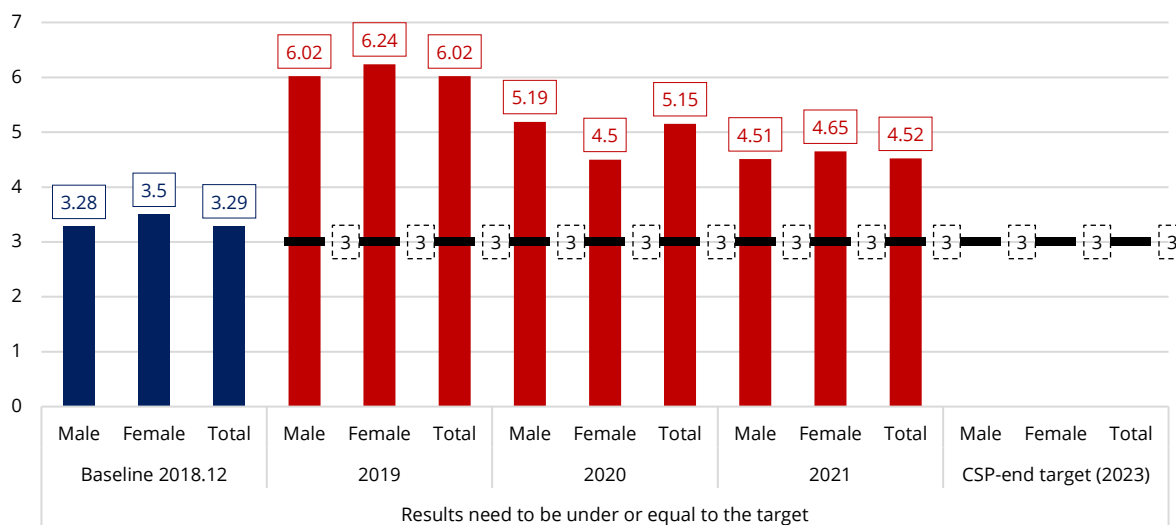
83. The targets for pregnant and lactating women and young children to be reached with cash-based transfer in 2018 and 2019 were not reached. The targets for men were reached in 2018 (Figure 12). However, the food assistance targets were exceeded in both 2020 and 2021, except the targets for women and girls under Activity 1 in 2021. The total quantity of specialized nutritious foods in metric tons (mt) distributed was also lower than the target in 2019 (53 percent) but exceeded the targets in 2020 and 2021 (140 percent and 177 percent respectively). No beneficiaries were recorded for 2022 because the cash-based transfer activities for this year had not started at the time of data collection for the evaluation.¹¹⁵

84. The sub-optimal number of beneficiaries reached in 2018 and 2019 can be attributed to multiple implementation challenges. The first challenge was a malfunction of the SCOPE system for registering and verifying beneficiaries. Affected beneficiaries either experienced delays in receiving cash-based transfers, or their enrolment into the programme was never completed. There were also delays in printing of cash-based transfer beneficiary cards. A second challenge was the low number of beneficiaries reached in 2019, which was due to a delay in onboarding adolescent girls. It took some time for WFP and the Government to arrive at the final decision to target out-of-school adolescent girls.

85. Further, CSP beneficiaries experienced food shortages as indicated by the high coping strategy index, above both the baseline and end-line target (Figure 13). Although it is difficult to be certain on the basis of the evidence gathered, the high coping strategy index may have been due to seasonal food shortages, adverse effects of the COVID-19 pandemic and increasing food prices.

¹¹⁵ Comet report CM-R008, 2019, 2020 and 2021.

Figure 13: Consumption-based coping strategy index (average index) in Northern Region, by gender of household head¹¹⁶



Source: COMET report CM L008b 2019, 2020 and 2021.

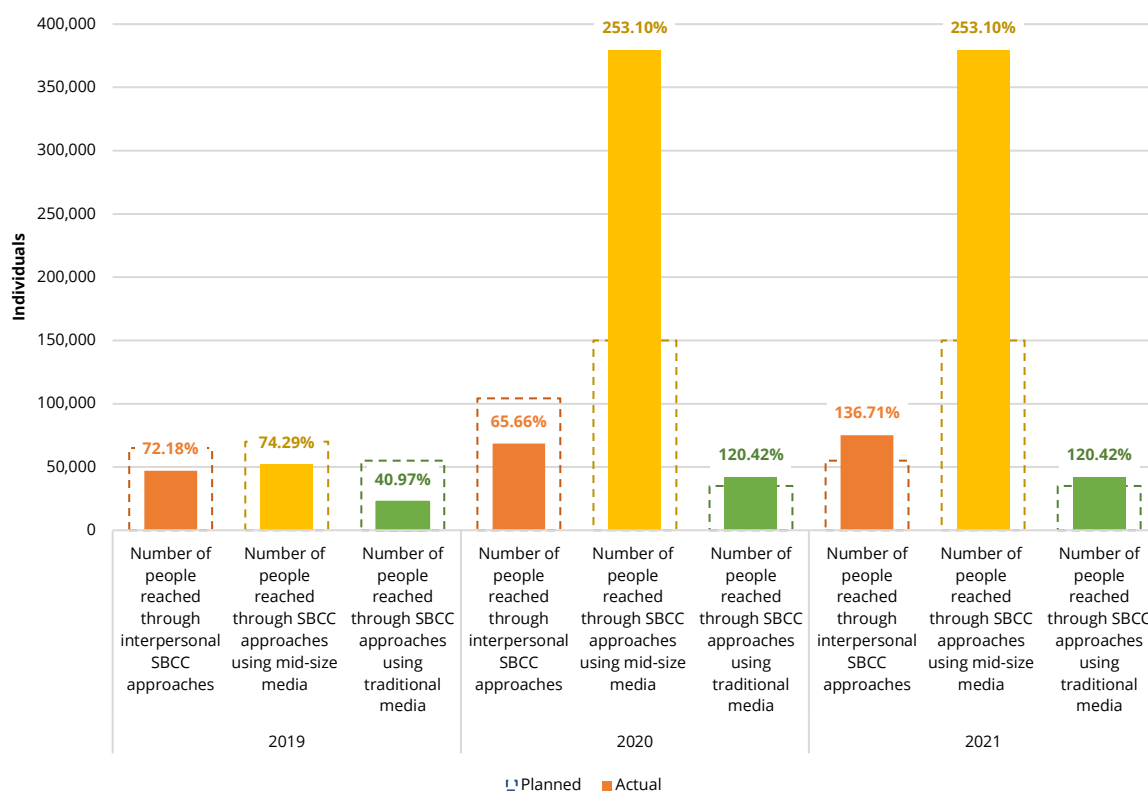
Finding 2.1.1d: Social and behavioural change communication (SBCC) reached the majority of target groups and other community members but there were specialized nutritious food supply chain problems while transitioning to the retail-based phase of the CSP.

86. The CSP supported the Ghana Health Service to deliver nutrition education to vulnerable populations in Northern Region and Ashanti using social and behavioural change communication approaches. Targets for SBCC were achieved, except for 2019 and for one indicator (people reached through interpersonal SBCC approaches) in 2020 (Figure 14). The 2020 targets could not be achieved because interpersonal communication approaches could not be used during the COVID-19 pandemic. Interviews with key informants¹¹⁷ show that information delivered through the SBCC approaches did generate demand for nutritious foods. For instance, many mothers travelled long distances to utilize the health facilities providing free specialized nutritious foods and cash transfers.¹¹⁸ These long distances, however, constitute increased cost and inconvenience for the beneficiaries, especially when they could not receive the cash-based transfers and also when nutritious food products are not available at local retailers due to supply chain disruptions.

¹¹⁶ The index describes five different consumption-based coping strategies on a scale from 1 to 5: (1) rely on less preferred and less expensive food; (2) borrow food or rely on help from relative(s) or friend(s); (3) limit portion size at meals; (4) restrict consumption by adults so small children can eat; and (5) reduce number of meals in a day.

¹¹⁷ Interviews with government stakeholders, WFP staff and beneficiaries.

Figure 14: CSP social and behavioural change communication targets versus results achieved



Source: COMET report CM R009 2019, 2020 and 2021.

87. The SBCC activities were implemented by the Ghana Health Service at health facilities and at the community level. Civil society organizations were also contracted to delivery community-based SBCC activities. The SBCC approaches used included: facility-based, one-on-one counselling of clients; media sessions via local radio and television; posters; community-based drama; and mobile messaging.¹¹⁹ Other activities included home visits, community *durbars* (assemblies) and cooking demonstrations, which increased opportunities for reaching caregivers/beneficiaries.

88. The hypothesis for SBCC contribution nutrition outcomes was that SBCC generates demand for nutritious foods among targeted populations and that nutritious foods are available and can be accessed through the market by the targeted populations. However, from 2022, the availability of specialized nutritious foods in the market declined due to unstable supply chains with some of the foods not being regularly supplied to retail shops, so the hypothesis remains unproven.¹²⁰

Finding 2.1.1e: WFP successfully made the shift from in-kind to cash-based food assistance despite operational challenges.

89. The shift from in-kind food assistance to cash-based transfers, in line with the Government’s social protection policy, was considered a game-changer by key stakeholders. For the beneficiaries, it enabled easier access to nutritious food through use of vouchers or mobile money, and also through accessing food from the designated trained retailers. Government partners view cash-based transfers as being aligned with the Government’s digitalization agenda. However, the long distances that some beneficiaries have to travel to access the vouchers constitute increased cost and inconvenience for the beneficiaries. There were also instances where beneficiaries did not own mobile telephone devices and therefore relied on others.

¹¹⁹ WFP Annual country reports 2019, 2020, 2021.

¹²⁰ Interviews with beneficiaries, government stakeholders (healthcare workers) and visits to retail shops.

Some of these beneficiaries were either unable to access their cash transfers or had no way of knowing that the transfers had been made.¹²¹

Finding 2.1.1f: The CSP anticipated and implemented a strategy that accommodated a transition from food assistance to a market-based food system. However, implementation has been affected by supply chain challenges.

90. The CSP aimed to enhance the nutritional status of vulnerable populations by improving their intake of nutritious foods using a combination of SBCC and cash-based transfer strategies. These strategies increased demand for nutritious foods, which in turn was met through free distribution of specialized nutritious foods using cash-based transfers. However, this approach was not sustainable due to funding limitations and thus WFP needed to transition to a market-based approach whereby the specialized nutritious foods are made available for purchase. Interviews with WFP staff, government stakeholders, healthcare staff, retailers and beneficiaries show that this transition has occurred.

Contribution of WFP nutrition support interventions to UNSDP outcome results

The CSP contributed to UNSDP SO3 indicators on: prevalence of stunting among children under five years of age; percentage of adults and children living with HIV who are on ART with undetected viral load; and percentage of grade four and six students attaining minimum competency. The CSP contribution to this UNSDP outcome included:

- (i) food assistance to pregnant and lactating women, children under 2 years and adolescent girls, which contributed to the prevention of stunting;
- (ii) food assistance and livelihood support provided to households impacted by HIV, which contributed to adherence to treatment among people living with HIV; and
- (iii) capacity strengthening of the school feeding programme to deliver quality school meals to children in primary schools, which contributed to an increase in school attendance rates.

Source: WFP reports to UNSDP outcome result groups.

91. The implementation of the market-based aspect of the intervention has, however, not worked as planned. The distributors of specialized nutritious foods and other fortified foods are not able to supply their products to the trained retailers because the retailers are unable to pay for the products upfront. This has created an unmet need among consumers. Further, the CSP was to promote the cultivation of nutritious crops by targeted vulnerable groups to support household consumption and generate incomes. This nutrition-sensitive livelihood intervention was only implemented on a pilot basis.

Strategic Outcome 2: Targeted populations and communities in Ghana benefit from more efficient, inclusive and resilient food systems that support nutrition value chains by 2030.

Summary

The CSP contributed to: the production of high quality and nutritious foods; sales of commodities through WFP-facilitated aggregation systems; production of specialized nutritious foods; and the reduction of smallholder farmers' post-harvest losses (PHLs). However, challenges in: linking smallholder farmers to the market; maintaining food quality standards; expanding the capacity of the medium-sized community food processors; and supplying nutritious foods to retailers, all affected the achievement of the CSP outcomes.

92. The intended outcome-level changes under SO2 included: i) increased production of high-quality nutritious foods; ii) increased number of smallholder farmers selling their produce and increased value and volume of smallholder sales through WFP-supported farmer aggregation systems ; iii) increased production

¹²¹ Key informant interviews and beneficiary focus group discussions.

of specialized nutritious foods by WFP-supported processors; iv) reduced smallholder farmers' post-harvest losses; v) reduction of defaulter rate of smallholder farmer procurement contracts; and vi) improved food consumption score, as well consumption-based coping strategies. The extent to which the CSP contributed to these outcomes is discussed below.

Production of high-quality nutritious crops

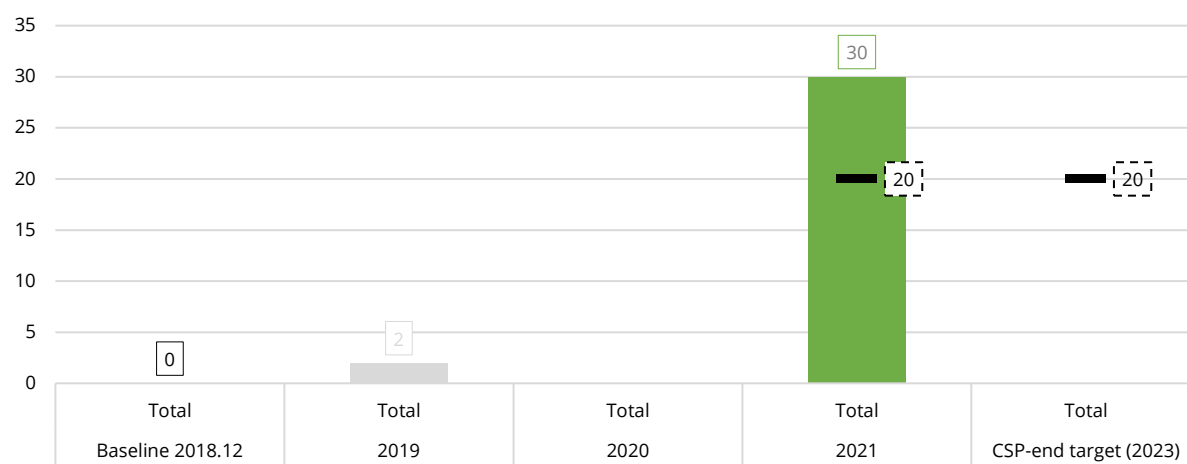
Finding 2.1.2a: Under SO2, targeted smallholder farmers in prioritized districts increased the production of high quality and nutritious foods, exceeding the target in 2021, but the WFP support for production of nutritious foods declined due to limited donor funding.

93. Under SO2 targeted populations were expected to reduce malnutrition through the cultivation and consumption of nutritious foods. Additionally, it was envisaged that surplus production of the nutritious foods would enhance income diversification among smallholder farmers and assist them to purchase fortified foods produced by industrial and community processors.

94. This intervention complemented activities under SO1, which sought to improve food consumption and diet quality amongst women and children through food assistance using cash-based transfers. The rationale for the activity under SO2 was that women and adolescent girls of reproductive age, who had been educated on the benefits of consuming nutritious foods, would be encouraged to produce these nutritious foods. Consequently, WFP (through the ENVAC project) prioritized the production and consumption of nutritious foods by women and girls.

95. However, the implementation of activities under the T-ICSP was significantly delayed until the start of the CSP. Figure 15 shows the percentage increase in the production of nutritious foods while Figure 16 shows the percentage of targeted smallholder farmers reporting increased production of nutritious crops, disaggregated by gender.

Figure 15: Percentage increase in production of high quality and nutrient-dense foods



Source: COMET report CM L008b 2019, 2020 and 2021.

96. In 2019, smallholder farmers reported increased production of nutritious foods above the baseline by 2 percent. No data were documented in 2020 due to the COVID-19 pandemic, which affected training and other support to smallholder farmers and farm-based organization leaders.

97. In 2021, WFP stepped up its engagement with partners such as the Ministry of Food and Agriculture (MoFA), the Food and Drugs Authority (FDA) and Farm Radio International (FRI) to train and support farm-based organization leaders and smallholder farmers in the production of orange-flesh sweet potatoes (OFSP) and other nutritious foods. Smallholder farmers were provided with solar irrigation systems to develop nurseries using underground water. In 2019 and 2020 respectively, 97 percent and 64 percent of farm-based organization leaders were trained in good agronomic practices. No data is available for 2021. Although WFP support to this activity has declined due to challenges with funding, other donor projects, such as the Alliance for Green Revolution in Africa (AGRA), have stepped in and are upscaling in other districts.

Table 9: Number of farmer organization leaders trained in good agronomic practices

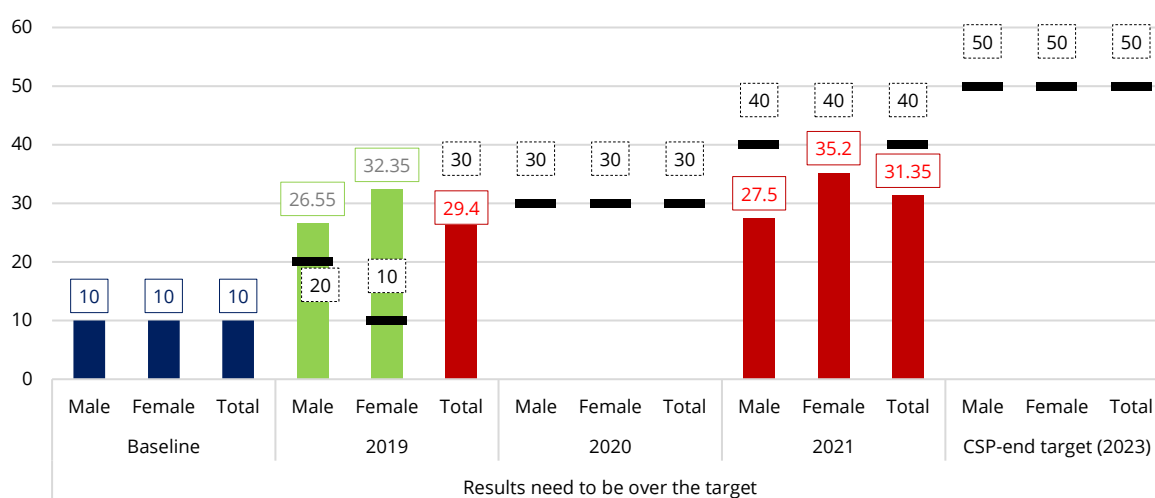
Detailed output indicator	2019	2020	2021
Number of farmer organization leaders trained in good agronomic practices	96.67%	64.00%	n.a

Yellow: target between 50 percent and 79 percent achieved; **Green:** target achieved by over 80 percent.

Source: COMET report CM R009 2019, 2020 and 2021.

98. Figure 16 shows that in 2019 both men and women smallholder farmers increased the production of nutritious foods above the baselines. Men and women exceeded the targets for the production of nutritious foods in 2019 by 32.75 percent and 224 percent respectively. Women recorded substantial increases, and this may be due to the targeted support provided to them. However, the targeted production for the year was not achieved. No data were reported by WFP in 2020 because monitoring activities could not take place due to COVID-19-related travel restrictions. Data for 2021 show that both genders reported increases in the production of nutritious foods compared to 2019, but did not meet the targets. The increases in the production of nutritious foods in 2019 are explained by the availability of funding to support these activities under ENVAC, while the decline in nutritious foods production by both genders in 2021 was due to a funding shortfall. The hypothesis behind the achievement of the outcome was that equipment support and training of farmer organization leaders in agronomic practices (Table 8) would assist smallholder farmers with the requisite knowledge and skills to improve cultivation and subsequently, this would increase consumption of such foods and reduce malnutrition in the targeted populations.

Figure 16: Percentage of targeted smallholder farmers reporting increased production of nutritious crops, disaggregated by gender



Source: COMET report CM L008b 2019, 2020 and 2021.

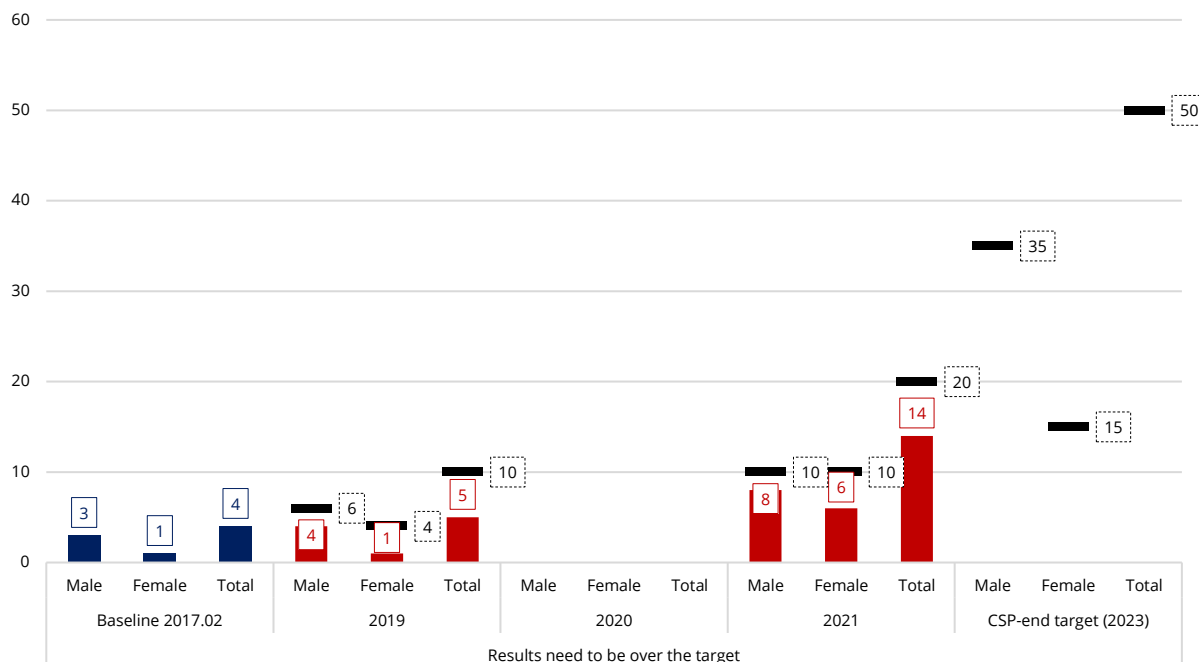
Smallholder farmer linkage to the market through WFP-supported farmer aggregation systems

Finding 2.1.2b: The CSP contributed to the increase in targeted smallholder farmers selling through the farmer aggregation systems, but sales targets were not achieved in 2021 due to: the long period it took to establish the systems; WFP staff turnover; weak farm-based organization leadership and poor group dynamics; and the negative impact of the COVID-19 pandemic.

99. WFP supported smallholder farmers to increase the volume of sales through the smallholder farmer aggregation system. The targets for both men and women smallholder farmers selling through the smallholder farmer aggregation system in 2019 and 2021 were not met, while data for 2020 were not collected due to the COVID-19 pandemic (Figure 17). The non-achievement of sales targets by both men and women (2019–2021), according to key informant interviews, was due to the long period it took to

develop the WFP smallholder farmer aggregation systems, WFP staff turnover, which negatively affected activity implementation, and weak leadership of farmer organizations. WFP did not collect data on the rate of smallholder farmer default on procurement contracts with processors.

Figure 17 Percentage of targeted smallholders selling through WFP-supported farmer aggregation systems



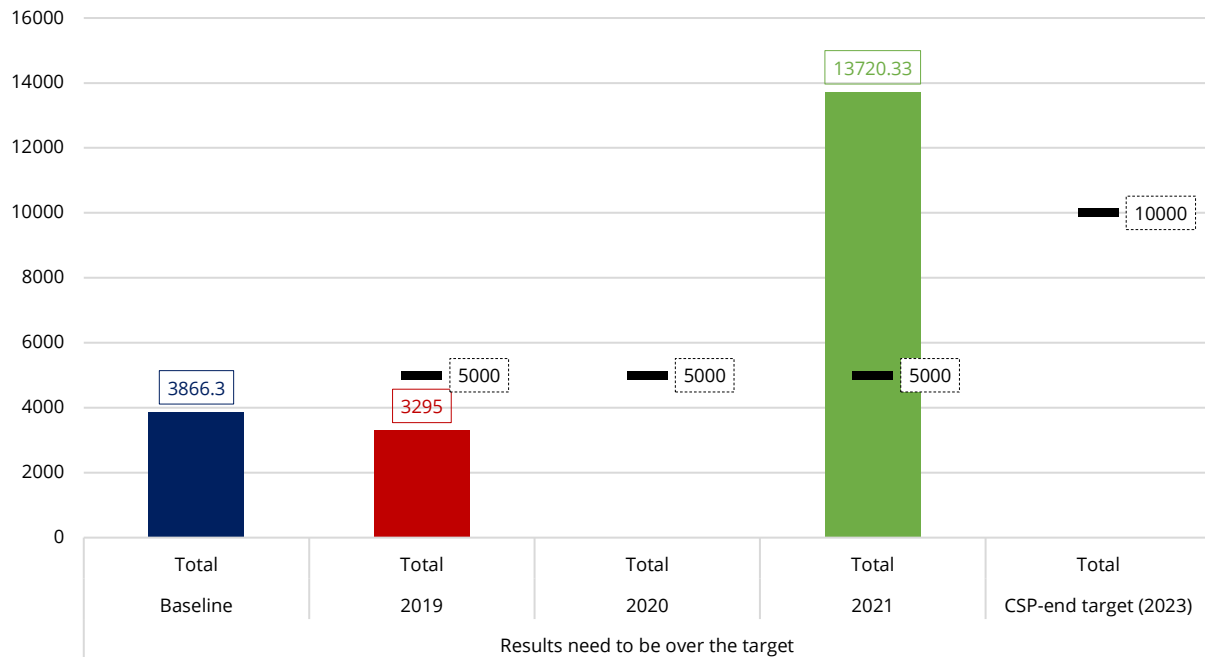
Source: COMET report CM L008b 2019, 2020 and 2021.

Volume of smallholder sales through WFP-supported aggregation systems (mt)

Finding 2.1.2c: Targeted volume of sales by smallholder farmers under the WFP-supported farmer aggregation system fell below the baseline and did not meet targets largely because farmers could not maintain food quality standards and there were high transport costs, as well as a failure to ensure reliability of supplies. Additionally there was poor internal control of members by the farm-based organizations. High transport costs also affected the volume of sales. However, there was a significant increase in the sales target in 2021.

100. WFP and its partners implemented interventions under Activity 3 to support and link smallholder farmers to industrial processors and institutional markets in order to address the twin issues of smallholder farmers' market access and the supply of raw materials to industry. Figure 18 shows that the volume of smallholder sales through WFP-supported aggregation systems declined compared to the baseline and also did not meet the target in 2019. There was no data on volume of sales in 2020 due to COVID-19-related travel restrictions. In 2021, the volume of sales by smallholder farmers exceeded the target by 174 percent. The data for 2021 cannot be explained by any set of production and marketing factors as these were heavily impacted by COVID-19 in 2020. Output indicators in Table 9 show that about 90 percent of planned farm-based organizations and smallholder farmers were trained in market access and post-harvest handling practices from 2019 to 2021. An average of 77 percent of the targeted smallholder farmers were linked to the WFP-supported warehouse programme over the three-year period.

Figure 18: Volume of smallholder sales through WFP-supported aggregation systems (mt)



Source: COMET report CM L008b 2019, 2020 and 2021.

101. The targets for volume of sales by smallholder farmers could not be met partly because farm-based organizations could not ensure uniformity in food quality, good warehousing practices and reliability of supplies due to weak internal control over members. In addition suppliers had to travel long distances to supply industrial agroprocessors, resulting in high prices. Furthermore, smallholder farmers, farm-based organizations and aggregators all demanded upfront payment for supplies.¹²² These challenges made it difficult for smallholder farmers to adhere to contracts and, as a result, agroprocessing companies became reluctant to purchase supplies from WFP-supported farm-based organizations and aggregators and relied more on their own aggregators with whom they had a long relationship.

The hypothesis behind the CSP contribution to the intended outcome was that training smallholder farmers and the leaders of farm-based organizations in marketing skills, linking farmers to the WFP-supported warehouse, and providing them with basic equipment for marketing (as shown in

¹²² Interviews with key informants (WFP staff, government and FBOs) and documents.

102. Table 10) would increase the numbers of smallholder farmers selling as well as the volume of commodities sold through the WFP smallholder farmer aggregation system. While this support did, to some extent, contribute to an increase in sales through the smallholder farmer aggregation system (although targets were not achieved), several other factors, as discussed above, limited the contribution of WFP support to the CSP outcome, leaving the hypothesis not fully proven.

103. Table 10 shows the capacity strengthening activities implemented in 2019 and 2020. However, in 2021, the implementation of capacity strengthening activities decreased due to a reduction in funding. Smallholder farmers and farm-based organizations were trained in warehousing management and agronomic practices, marketing skills and the provision of post-harvest loss management technologies. Out of the nine output indicators, only three outputs (farmers trained in agronomic practices, marketing skills and post-harvest handling) achieved over 80 percent of the target. The mixed levels of achievement of output targets limited the CSP contribution to SO2 outcome results.

Table 10: Output indicators related to market linkage, post-harvest loss equipment support and training

Detailed output indicator	2019	2020	2021
Number of smallholder farmers linked to the WFP-supported warehouse programme.	80.00%	100.00%	50.00%
Number of farmer organizations supported with basic equipment required for marketing (platform weighing scales).	0.00%	0.00%	n.a
Number of farmers trained in marketing skills and post-harvest handling.	100.00%	100.00%	70.22%
Number of farmer organization leaders trained in warehouse management practices.	75.00%	0.00%	85.00%
Number of farmer organizations supported with equipment (tarpaulins) for post-harvest handling.	0.00%	16.67%	40.00%
Number of farmer organizations trained in market access and post-harvest handling skills.	47.50%	100.00%	67.57%
Number of farmers receiving hermetic storage equipment.	0.00%	23.33%	86.05%
Number of individual farmers trained in post-harvest handling practices.	88.33%	100.00%	85.17%

Red: target less than 49 percent achieved; **Yellow:** target between 50 percent and 79 percent achieved; **Green:** target achieved over 80 percent.

Source: COMET report CM R009 2019, 2020 and 2021.

Reduction in the rate of smallholder farmer post-harvest losses

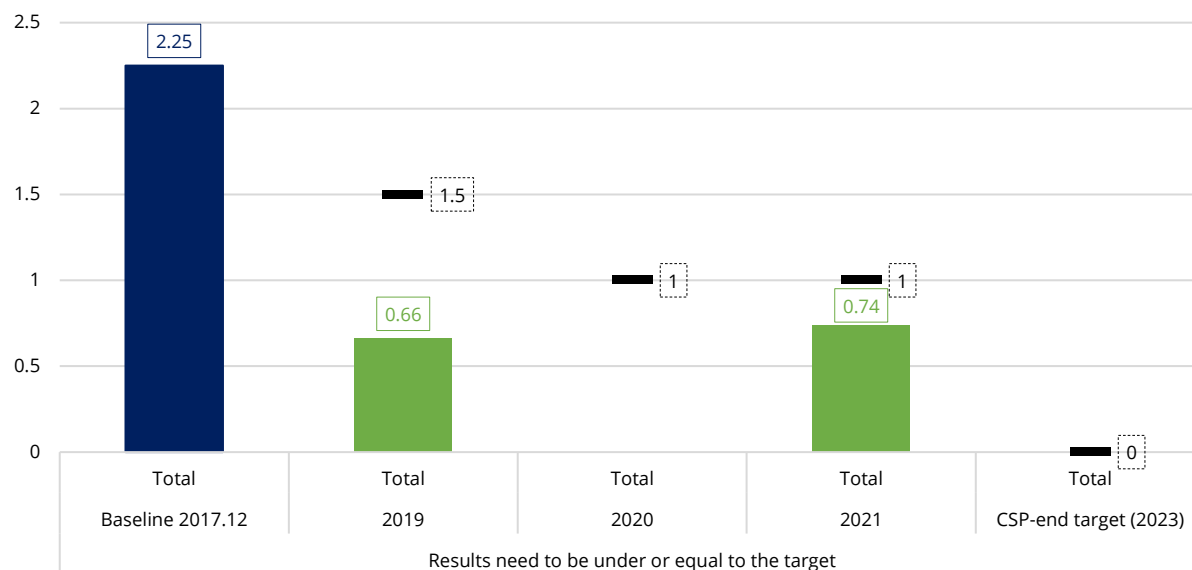
Finding 2.1.2d: The CSP activities contributed to a reduction in the rate of smallholder farmer post-harvest losses, but targets could not be achieved due to there being a low proportion of smallholder farmers supported with post-harvest handling technologies, and an even lower proportion of smallholder farmers purchasing these technologies, as well as weak cohesion among farm-based organizations.

104. The intended outcome of the CSP was to reduce post-harvest losses (PHLs). It was intended that the training of smallholder farmers and farm-based organizations in post-harvest handling practices, and the provision of post-harvest handling technologies and equipment coupled with market access, would assist them to reduce the deterioration of commodity quality and quantity.

As shown in

105. Table 10, 88.3 percent, 100 percent and 85.2 percent of targeted smallholder farmers were trained in post-harvest handling practices in 2019, 2020 and 2021 respectively. In addition, field officers from the Ministry of Agriculture were trained to enable them to scale up the capacity strengthening activities related to post-harvest management. In the Ejura district in Ashanti, a post-harvest management demonstration pilot was conducted in 2021 to demonstrate the results of applying the technologies.¹²³ In addition, a 300mt warehouse, constructed by WFP, was transferred to the Ghana Commodity Exchange (GCX) for storage and post-harvest management. Consequently, post-harvest losses decreased by over 50 percent in 2019 and 2021 (Figure 19). No data were collected in 2020 due to COVID-19.

Figure 19: Rate of smallholder post-harvest losses



Source: COMET report CM L008b 2019, 2020 and 2021.

Even although capacity strengthening and equipment support provided by WFP contributed to the reduction in post-harvest losses, only 16.7 percent and 40.0 percent of targeted farmer organizations were supported with post-harvest handling equipment in 2020 and 2021 respectively (

¹²³ This involved a seven-month demonstration pilot at the end of which SHFs learned practically how the application of technologies such as hermetic silos and zero fly bags maintained the quality, volume, temperature and moisture content of the harvested commodities.

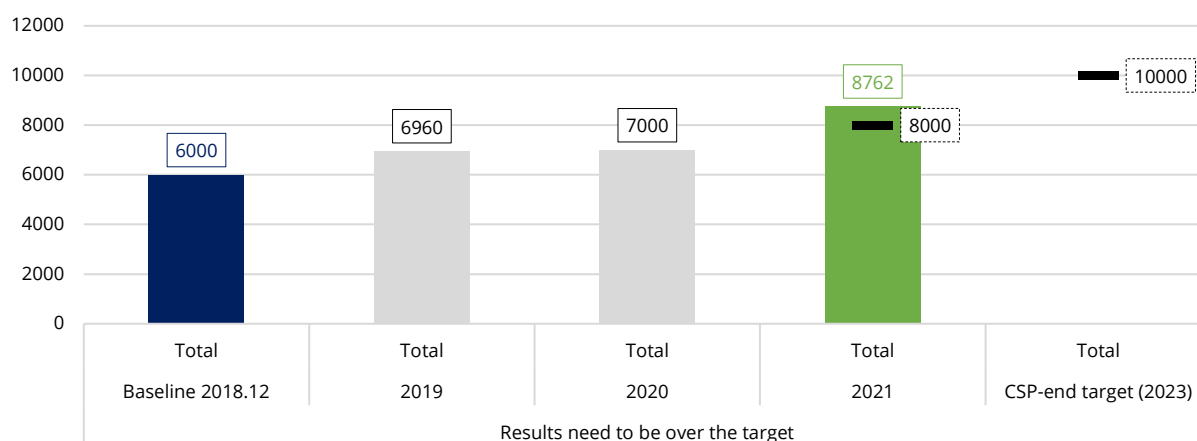
106. Table 10), thus limiting smallholder farmers from using equipment such as tarpaulins and hermetic silos to dry and clean maize to the required moisture levels. In the face of the high volumes of maize production characteristic of Ejura, and the inadequate drying and cleaning equipment, the target for the reduction of post-harvest loss was missed. Unavailability of post-harvest equipment and technologies at affordable prices on the market is a major challenge hindering widespread reduction in post-harvest losses by smallholder farmers.

Volume of specialized nutritious foods produced by supported processors

Finding 2.1.2e: The CSP contributed to the increase in production of specialized nutritious foods through expanding the capacity of industrial agroprocessors. However, the expansion of the capacity of community food processors is not complete and, thus, has not contributed to the production of specialized nutritious foods.

107. Another pathway through which the CSP addressed malnutrition of targeted vulnerable groups involved supporting the production of specialized nutritious foods by two industrial and three medium-scale community processors. Figure 20 shows that WFP-supported industrial processors increased production of high quality specialized nutritious foods in 2019, 2020 and 2021. However, there were no targets set for production of specialized nutritious foods in 2019 and 2020. The target for 2021 was met.

Figure 20: Volume of specialized nutritious foods produced by supported processors (mt)



Source: COMET report CM L008b 2019, 2020 and 2021.

108. WFP supported two industrial food processors – Premium Foods and Yedent. The two processors provided food safety and quality assurance technical support to produce fortified flours and achieved 100 percent of their output targets. One of the industrial food processors, Premium Foods, was targeted to produce specialized nutritious foods for export through a separate contract with the WFP regional bureau, in recognition of its substantial processing capacity. However, as indicated in Finding 2.1.2b above, the industrial food processors faced challenges in purchasing raw materials from the WFP farmer aggregation system. Production by one of the industrial processors was suspended in 2020 due to food safety concerns, although all the five processors had received training in food quality and safety management from the Food and Drugs Authority (FDA). No food quality and safety concerns have been recorded with regards to the specialized nutritious foods since, and the issues with said industrial processor have been resolved. The selected community processors, whose capacity has been expanded with WFP support, are not yet operational because plant installation is not yet complete.

109. The hypothesis for this outcome is that expanding capacity and ensuring quality of food produced by the targeted food processors would lead to increased volume of specialized nutritious foods available in the market and therefore contribute to improved food consumption and a reduction of negative consumption coping strategies. This could in turn lead to improved nutrition in populations at risk of food insecurity and malnutrition. The hypothesis was proven, since the CSP did contribute to increased production of specialized nutritious foods through the industrial food processors despite the challenges in accessing quality raw materials.

The contribution of WFP food system-strengthening interventions to UNSDP outcome results

The CSP contributed to UNSDP Result Area 1, which focuses on increasing agricultural productivity, making agricultural sector and rural communities more resilient, and improving smallholder farmers' access to productive resources and services. The CSP specifically contributed to the UNSDP outcome indicators, namely: the proportion of agricultural area under productive agriculture; food loss index; and manufacturing value added from agriculture. The CSP contribution to UNSDP outcome indicators included:

- (i) improving the capacity of smallholder farmers to reduce post-harvest losses through training and use of technologies;
- (ii) strengthening the capacity of smallholder farmers to access markets through farmer aggregation systems and linkage to institutional and agroprocessing buyers;
- (iii) expanding industrial food processors' capacity to produce fortified, specialized nutritious foods; and
- (iv) increasing the capacity of three medium-scale food processing facilities in the Northern, Upper West and Upper East regions.

The CSP also contributed to UNSDP SO2, which aims to increase private sector competitiveness to generate decent jobs and increase opportunities for a more inclusive economy. The CSP contributed to one of the outcome indicators, namely "proportion of small-scale industries in total industry value added". The CSP contributed to this indicator through technical support provided to industrial and medium-scale food processing facilities.

Strategic outcome 3: Local and national institutions have strengthened capacity to better target and manage food security, nutrition and social protection programmes by 2030.

Summary

The CSP contributed to improvements in planning and the implementation of food security and nutrition programmes through the following: country capacity strengthening interventions; outputs for the school feeding programme; food security and nutrition evidence generation; information systems for food security, nutrition and floods monitoring; and institutional capacity for food safety. However, some interventions (especially the strengthening of the LEAP programme and the development of dietary guidelines) started recently and have not therefore contributed yet to the outcome, while others had not taken place by the time of the evaluation.

Findings on capacity strengthening interventions across all strategic outcomes are presented under Evaluation Question 2.2, Finding 2.2h

Finding 2.1.3.a: Most of the WFP capacity strengthening interventions contributed to the improvement of government food security and nutrition programmes, however, some of these CSP interventions were recently launched and therefore have not contributed yet to the outcomes, while others had not taken place by the time of the evaluation.

110. The aim of SO3 was to enhance food security and nutrition policies, programmes and systems through capacity strengthening interventions. The targeted policies, programmes and systems were in the areas of school feeding, food safety, public procurement, scaling up the nutrition (SUN) network and the national household registry. There were no unintended outcome results.

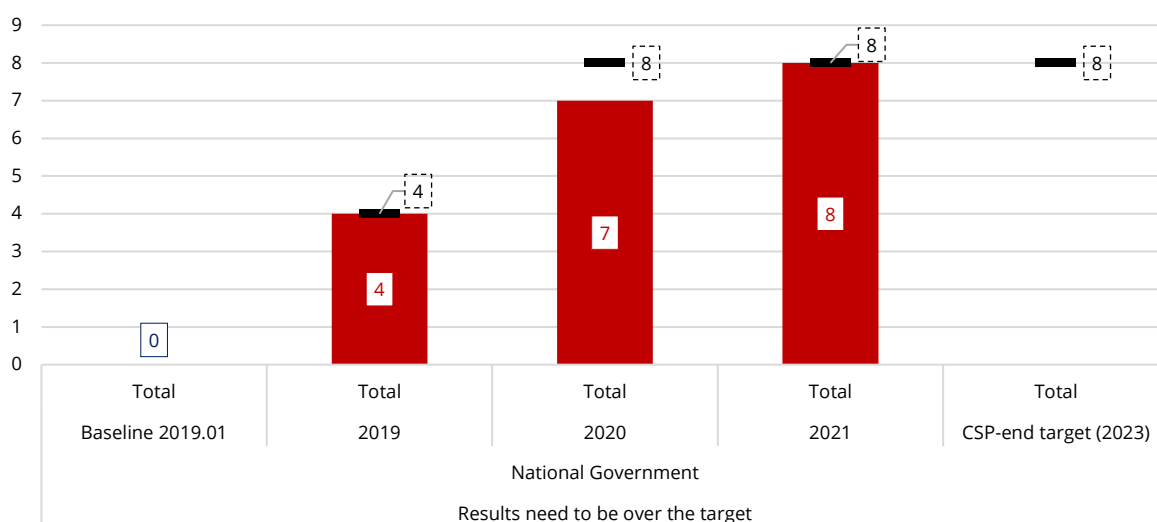
111. The review of capacity strengthening interventions shows that the CSP did contribute to strengthening specific food security and nutrition programmes. These include: (i) the school feeding programme (SFP) particularly the monitoring and reporting system, oversight and supervision and the skills of caterers to provide quality meals; (ii) strengthening of FDA institutional capacity, which contributed to

improvement of safety of food products of agroprocessors targeted under the CSP; (iii) provision of evidence on food security and nutrition through the food security and nutrition monitoring systems established by the Ministry of Food and Agriculture and the Ghana Health Service, and the comprehensive food security and vulnerability analysis; and (iv) improved emergency preparedness and response, particularly to floods, through the flood information system established by the National Disaster Management Organization (NADMO). Information from this system is being used to develop contingency plans for districts vulnerable to floods to better respond to their effects.

112. Other interventions, particularly the strengthening of the LEAP programme systems and digital financial inclusion of women, were recently launched and have not been completed to contribute to the outcome. Some of the planned capacity strengthening interventions such as South-South and triangular cooperation took place in the last quarter of 2022; and the establishment of the SUN business network has gained good traction among stakeholders.¹²⁴

113. Figure 21 below shows that although the CSP made progress towards enhancing food security and nutrition programmes and systems, it fell short of achieving the targets.

Figure 21: Number of national food security and nutrition policies, programmes and system components enhanced as a result of WFP capacity strengthening (new)



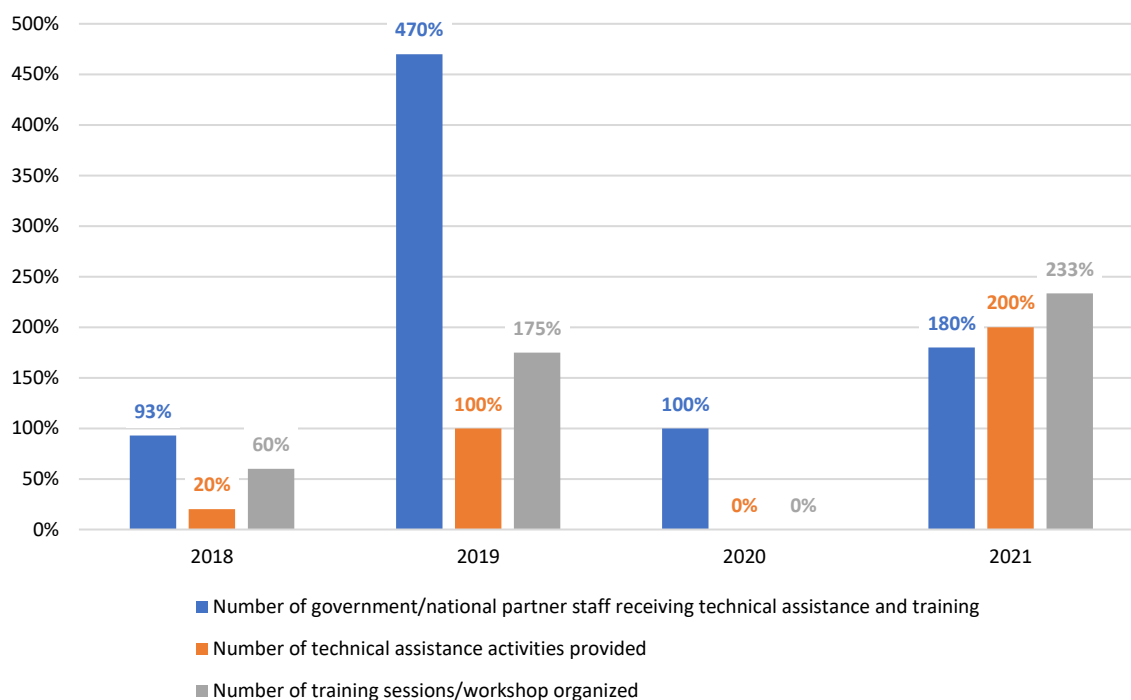
Source: COMET report CM L008b 2019, 2020 and 2021.

Finding 2.1.3b: Capacity strengthening of the school feeding programme contributed to the provision of nutritious school meals. However, the provision of quality school meals was affected by delayed payment to caterers and inadequate funding of the programme.

114. The output targets for capacity strengthening of the school feeding programme were achieved in all years except 2018 (Figure 22).

¹²⁴ Interviews with WFP country office and key government informants.

Figure 22: Percentage of school feeding programme capacity strengthening output targets achieved, 2018 to 2021



Source: COMET report CM R008, 2018, 2019, 2020 and 2021.

115. CSP interventions include the training of caterers and head cooks (most of whom are women) to provide quality school meals. District menus were developed using a district menu planner. The school feeding programme stakeholders from the Ministry of Gender, Children and Social Protection (MoGCSP), and the Ghana Health Service, regional teams, district assemblies and school feeding desk officers were trained in supervision and monitoring of the programme. WFP, the school feeding programme secretariat, and regional and district supervisory teams undertook periodic joint monitoring missions to identify and address bottlenecks in delivery of the school feeding programme. Furthermore, the school feeding programme monitoring tools have been digitized to provide real-time data.¹²⁵ The digitization of the monitoring tools covered over 260 schools, providing them with equipment and training headteachers, regional teams and the school feeding programme secretariat. In addition, three school feeding model schools were put in place, one in each of three regions in northern Ghana,¹²⁶ to serve as learning centres and provide lessons for scaling up.¹²⁷

116. WFP, in collaboration with MasterCard, supported a cost-benefit analysis of the school feeding programme in 2018, which demonstrated that every USD 1 invested in the national school feeding programme yields a USD 3 return along the life cycle of the child.¹²⁸ Findings from this analysis informed the advocacy to increase the school feeding grant carried out under SO4.

¹²⁵ Ministry of Gender, Children and Social Protection, 2021. Report on handing over of tablets, capacity building for national Ghana school feeding programme (GSFP) team and regional-level training for selected head teachers and circuit supervisors of the Ghana Education Service and the regional team of Ghana school feeding programme in Takorandi, Bolgatanga, Kumasi, Tamale and Ho.

¹²⁶ Model school feeding schools are established in Upper East, Upper West and Northern regions.

¹²⁷ Key informant interviews and annual country reports.

¹²⁸ Ministry of Gender, Children and Social Protection, 2018. "School Feeding in Ghana, Investment case: Cost-Benefit Analysis Report".

117. The combination of school feeding programme capacity strengthening interventions was expected to lead to the provision of quality school meals. Key informants agreed that caterers are using the school meals menu planner and applying skills gained to prepare quality meals.¹²⁹ However, there are no data to ascertain the extent to which the quality of school meals has improved. The school feeding programme also faces financial constraints due to inadequate funds being allocated to the programme and delays in payment to caterers.¹³⁰

Finding 2.1.3c: Mapping and assessment of food-insecure and vulnerable populations provided evidence for national food security and nutrition programming.

118. The CSP targets for mapping and assessing food-insecure and vulnerable populations were achieved. Two planned assessments were successfully undertaken: a comprehensive food security and vulnerability analysis (CFSVA)¹³¹ and an assessment of food security and vulnerability of HIV-affected households.¹³² WFP supported the Ministry of Food and Agriculture’s Statistics Research and Information Directorate (SRID) and the Ghana Statistical Services to undertake the CFSVA in 2021,¹³³ covering all districts for the first time. However, there is no clear evidence of the use of this data largely because it was completed recently; with dissemination taking place in 2021.

Finding 2.1.3d: With WFP support, the Ministry of Food and Agriculture/the Ghana Health Service and NADMO established the food security and nutrition monitoring system (FSNMS) and flood information system (FIS). Data from the flood information system has been utilized to develop district contingency (or preparedness) plans while there is limited evidence on how information from the FSNMS has been utilized.

119. The extent of achievement of output targets for establishment of the FSNMS and the flood information system is shown in Table 11.

Table 11: Proportion of people engaged in capacity strengthening initiatives facilitated by WFP to enhance food security and nutrition

Output Indicator	2019	2020	2021
Number of government/national partner staff receiving technical assistance and training	80%	90%	100%
Number of technical assistance activities provided	50%	100%	100%
Number of training sessions/workshop organized	100%	100%	100%

Yellow: target between 50 percent and 79 percent achieved; **Green:** target achieved over 80 percent.

Source: COMET report CM R009 2019, 2020 and 2021.

120. WFP supported the Ministry of Food and Agriculture (while the United Nations Children’s Fund (UNICEF) supported the Ghana Health Service) to establish the FSNMS to monitor the impact of COVID-19 on food security and nutrition. This system has consistently produced quarterly bulletins on the food security and nutrition situation in the country since 2020.¹³⁴ However, there is limited evidence on how these reports have been utilized to address critical issues such as food price increases.

¹²⁹ Interviews with WFP and key government informants.

¹³⁰ Interviews with WFP and key government informants.

¹³¹ Ministry of Food and Agriculture and Ghana Statistical Service, 2020. “Comprehensive Food Security and Vulnerability Analysis”.

¹³² Ghana AIDS Commission. 2019. “Assessment of Food Security and Vulnerability of HIV-Affected Households in Selected Regions of Ghana”.

¹³³ Ministry of Food and Agriculture, 2020. “Comprehensive Food Security and Vulnerability Analysis, Ghana”.

¹³⁴ MoFA, 2021. Concept note on scaling up of food security and nutrition monitoring system.

121. WFP supported the National Disaster Management Organization (NADMO) to establish the flood information system, which has been instrumental in providing timely data on districts prone to flooding.¹³⁵ The system produces weekly flood status reports, which NADMO uses to support districts vulnerable to floods to develop contingency plans.

Finding 2.1.3e: Capacity strengthening of the Food and Drugs Authority (FDA) effectively contributed to the availability of quality and safe specialized nutritious foods in the market.

122. Targets for capacity strengthening of FDA were largely achieved except in 2020 (Table 12). Under this output, the focus of the CSP was on strengthening the capacity of FDA to, in turn, provide technical support and audit the quality of specialized nutritious food produced by agroprocessors.

Table 12: Proportion of food quality and safety capacity building targets achieved, 2019–2021

Output Indicator	2019	2020	2021
Number of government/national partner staff receiving technical assistance and training	2867% ¹³⁶	100%	79%
Number of technical assistance activities provided	100%	0%	67%
Number of training sessions/workshop organized	150%	14%	86%

Red: target less than 50 percent achieved; **Yellow:** target between 50 percent and 80 percent achieved; **Green:** target achieved over 80 percent.

Source: COMET report CM R008 2018, 2019, 2020 and 2021.

123. WFP provided financial support to three regional FDA offices to equip them, in turn, to provide technical support to small-scale food processors in food safety and quality. FDA trained 38 retailers on food safety and quality practices and piloted a progressive licensing scheme with 30 small-scale food processors. FDA also assessed the quality and safety of food produced by the industrial processors. The strengthening of FDA capacity ensured that specialized nutritious foods available in the market were safe and of expected quality.

Finding 2.1.3f: Research on indigenous foods has been completed and the Food-Based Dietary Guidelines were published in 2022.

124. Progress has been made in conducting research and development of the Food-Based Dietary Guidelines through partnership with the Ghana Health Service, FAO and academia. Although this activity took time to start, the Food-Based Dietary Guidelines were published in 2022.¹³⁷

Finding 2.1.3g: Strengthening of social protection systems (the LEAP programme) and financial inclusion of women is at a nascent stage.

125. The Government established the Livelihood Empowerment Against Poverty (LEAP) programme in 2008 as a cash transfer programme targeting households with orphaned and vulnerable children, persons with severe disability, and elderly persons who are 65 years and above. Since 2012, the criteria for enrolment of persons into the programme have not been reviewed and there has been no graduation of beneficiaries out of the programme.¹³⁸

126. WFP launched an initiative in 2021 to support the Ministry of Gender, Children and Social Protection to review the recertification system of the LEAP programme in order to ensure it is reaching the right

¹³⁵ NADMO 2020. Weekly flood status reports for 2020.

¹³⁶ The NBP originally targeted 3 individuals to receive technical assistance and training, but 86 individuals were reached instead hence the significant overachievement of the target.

¹³⁷ End year reports, annual country reports and interviews with WFP country office.

¹³⁸ Ministry of Gender, Children and Social Protection. 2022. Livelihood Empowerment Against Poverty (LEAP).

beneficiaries and that those who have progressed from extreme poverty are graduated. The Ministry of Gender, Children and Social Protection will use the findings of the review to integrate a component of graduating beneficiaries through training them on productive skills. WFP is also supporting the financial inclusion of women. In this regard, a review of how women access and utilize the LEAP programme cash transfers has been completed and its findings will inform the development of a digital financial inclusion system to enable LEAP programme women beneficiaries to save and utilize the cash to undertake productive activities.¹³⁹ However, implementation of these interventions started recently and the digital financial inclusion system has not been developed.

The contribution of WFP capacity strengthening interventions to UNSDP results

The CSP contributed to the UNSDP SO1 on improvement of livelihoods and ensuring a hunger and malnutrition-free nation; and Output 1.3 on support to the Government to monitor and evaluate food and nutrition security. The CSP outputs contributing to these results were:

- (i) establishing the food security and nutrition monitoring system, which provided evidence on the food security in the country on a quarterly basis in response to the COVID-19 pandemic. This system was established with support from WFP and UNICEF;
- (ii) establishing the flood information system, which informed the development of district contingency planning as a way of strengthening the emergency preparedness and response;
- (iii) conducting the comprehensive food security and vulnerability analysis, which covered all districts in the country for the first time and provided evidence to the Government and development partners on the food security and nutrition situation in the country; and
- (iv) conducting the food security vulnerability assessment for people living with HIV, which also provided evidence to this indicator on the food security situation for people living with HIV.

Source: WFP reports to UNSDP outcome result groups.

Strategic Outcome 4: Government efforts towards achieving zero hunger by 2030 are supported by advocacy and effective and coherent policy frameworks.

Summary

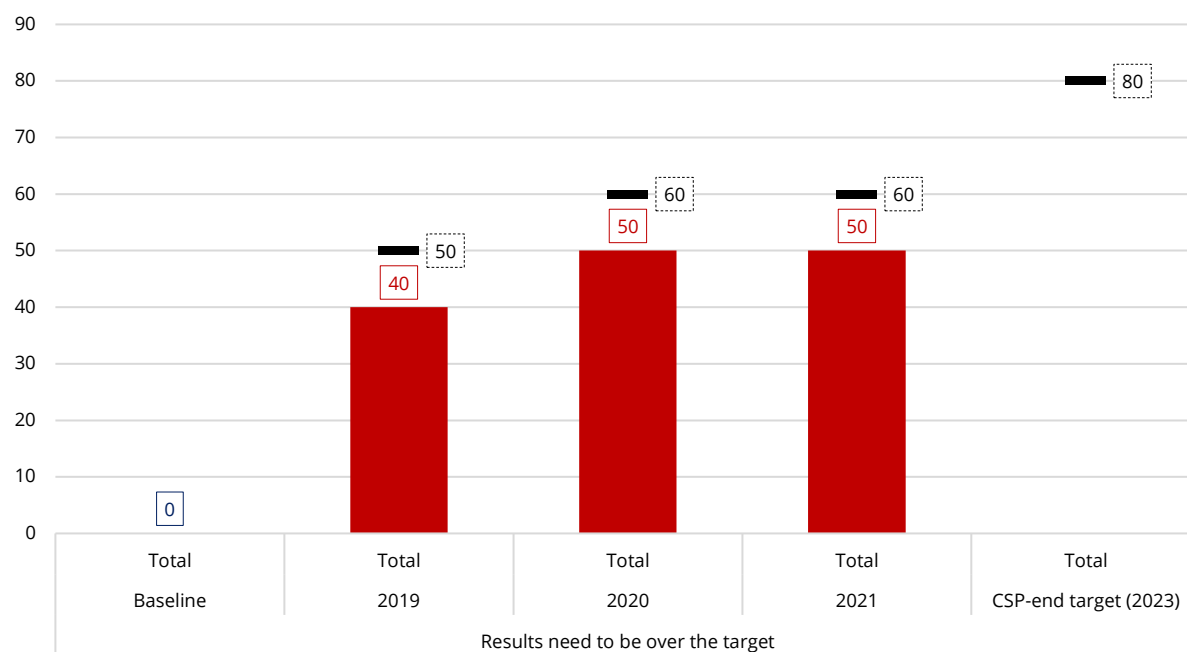
Most policy advocacy and coherence activities have not sufficiently contributed to the outcome due to bureaucratic processes and the long period it takes to complete the activities.

Finding 2.1.4a: Most of the CSP interventions for advocacy and policy coherence have not been completed, while others had not taken place by the time of the evaluation. Interventions such as the enactment of legislation for school feeding, policy advocacy for the increase of the school feeding grant and the targeting of HIV-impacted households in LEAP have not realized their outputs.

127. Under SO4, the intended outcome-level change was to increase the proportion of targeted sectors and government entities implementing the recommendations from the NSZHR. Figure 23 shows the extent to which outcome targets were achieved.

¹³⁹ Interviews with WFP country office and government key informants.

Figure 23: Proportion of targeted sectors and government entities implementing recommendations from national zero hunger strategic reviews



Source: COMET report CM R008, 2019, 2020 and 2021.

128. Despite the CSP progress towards the achievement of the outcome targets for SO4, two issues arose: (i) there was no clarity on the sectors and government entities targeted to implement the zero hunger review recommendations to which the CSP was to contribute;¹⁴⁰ and (ii) data for most output indicators were lacking, making it difficult to assess the extent to which the CSP output results contributed to the outcome.

129. SO4 has five outputs. They are: (i) populations in Ghana benefit from support to national institutions to develop the nutrition policy and school feeding legislation; (ii) populations in Ghana benefit from nutrition-sensitive national social protection programmes; (iii) populations in Ghana benefit from advocacy on nutrition-sensitive agriculture around the One Village One Dam programme; (iv) smallholder farmers benefit from the adoption of pro-smallholder procurement policies and procedures; and (v) technical and policy support is provided to the Government and private sector for a more effective warehouse receipts system.

130. In respect to Output 1, WFP supported the Ministry of Gender, Children and Social Protection to develop the school feeding bill. This legislation went through stakeholder consultations, public participation, and review by the Parliamentary Standing Committee on Gender, but there has been minimal progress since 2020 because the Ministry and the Parliament were focused on the response to COVID-19. The school feeding programme cost-benefit analysis is also being used to inform ongoing advocacy to the Government to increase the school feeding grant. Although there was an increment of the funds allocated to the school feeding programme, the funding of the programme is not adequate.¹⁴¹ In addition, WFP planned to support the Government to revise its national nutrition policy of 2016, but this revision did not occur because the Government did not prioritize the review of this policy.

¹⁴¹ Annual country reports for 2018, 2019, 2020 and 2021 and interviews with WFP country office staff.

131. Output 2 focused on enhancing food security and nutrition outcomes of HIV-affected households. Ghana AIDS Commission conducted an HIV and social protection assessment in 2021¹⁴² and used the findings to develop a policy brief and to advocate to the Ministry of Gender, Children and Social Protection to develop HIV-sensitive criteria for social protection programmes, however, an HIV-sensitive social protection scheme is yet to be established.

132. Under Output 3, the advocacy for implementation of the One Village One Dam government flagship programme was not undertaken. For Output 4, advocacy to enhance or establish pro-smallholder procurement policies and procedures was partially carried out through weight-standardization support provided to the Government and this is still ongoing. Regarding Output 5, the formulation of a pro-smallholder farmers procurement policy did not take place.¹⁴³

Strategic Outcome 5: Crisis-affected populations are able to meet their basic food and nutrition needs during and in the aftermath of shocks.

Summary

The CSP successfully addressed the nutritional needs of people affected by the COVID-19 pandemic while the expected influx of refugees to Ghana and anticipated low rate of return to school by adolescent girls upon opening of schools after relaxation of COVID-pandemic mitigation measures did not occur.

Finding 2.1.5a: The CSP contributed to the food security and nutrition needs of people affected by COVID-19 but the anticipated influx of refugees did not materialize.

133. SO5 aimed to ensure that “crisis affected population consume enough nutritious food and have improved knowledge about healthy diets”.¹⁴⁴

134. There are four outcome indicators for SO5 for which data are available: consumption-based coping strategy index; dietary diversity score; household food consumption score; and food expenditure share. Two other indicators (attendance rate and retention rate/drop-out rate) were meant to be used in relation to school feeding, but this activity did not take place. No data were available for the emergency preparedness capacity index indicator.¹⁴⁵ Except for the dietary diversity score, targets for other indicators were met in 2021 as shown in Table 13.

Table 13: Outcome indicators for SO5 for both food transfers and cash-based transfers

Outcome indicator	Baseline		2020		2021		2023.12 CSP-end target
	Year	Result	Target	Result	Target	Result	
Percentage of households with acceptable food consumption score	2020.10	81.67	> 85	74.83	> 85	94.53	≥ 95
Percentage of households with borderline food consumption score	2020.10	10.56	< 10	15.89	< 10	4.48	< 5
Percentage of households with poor food consumption score	2020.10	7.78	< 5	9.27	< 5	1	= 0
Consumption-based coping strategy index	2020.10	24.32	< 24.32	12.13	< 10	5.4	< 24.32

¹⁴² Ghana AIDS Commission, 2021. HIV and Social Protection Assessment in Ghana.

¹⁴³ This was the pro-smallholder farmers public procurement policy.

¹⁴⁴ Refer to the reconstructed ToC in Annex VIII.

¹⁴⁵ Performance monitoring matrix.

(Percentage of households with reduced CSI)							
Food expenditure share	2020.10	67.06	< 65	59.49	< 65	55.22	< 65
Dietary diversity score	2020.10	5.79	≥ 7	6.2	≥ 7	6.91	≥ 7

Green: target achieved; **Red:** target not achieved.

Source: COMET report CM L008b 2019, 2020 and 2021.

135. In 2020 and 2021 respectively, 100,000 and 95,000 beneficiaries were expected to receive support. This number was reduced to 70,000 in 2022 (Table 14). Beneficiaries were to receive either cash or food assistance. Additionally, SBCC was planned for 10,000 people in 2020. There was an equal distribution among women and men for both cash and food assistance.

Table 14: Planned and reached beneficiaries for cash-based transfer and in-kind food assistance

Year	Beneficiaries		USD million		MT of food	
	Planned	Reached	Planned	Disbursed	Planned	Distributed
2020	100,000	68,312	4.5	1.2	5	0
2021	95,000	23,380	4.5	1.0	4	0
2022	70,000	22,060	3.0	1.5	4	0

Note: The beneficiaries targeted to receive food support did not materialize.

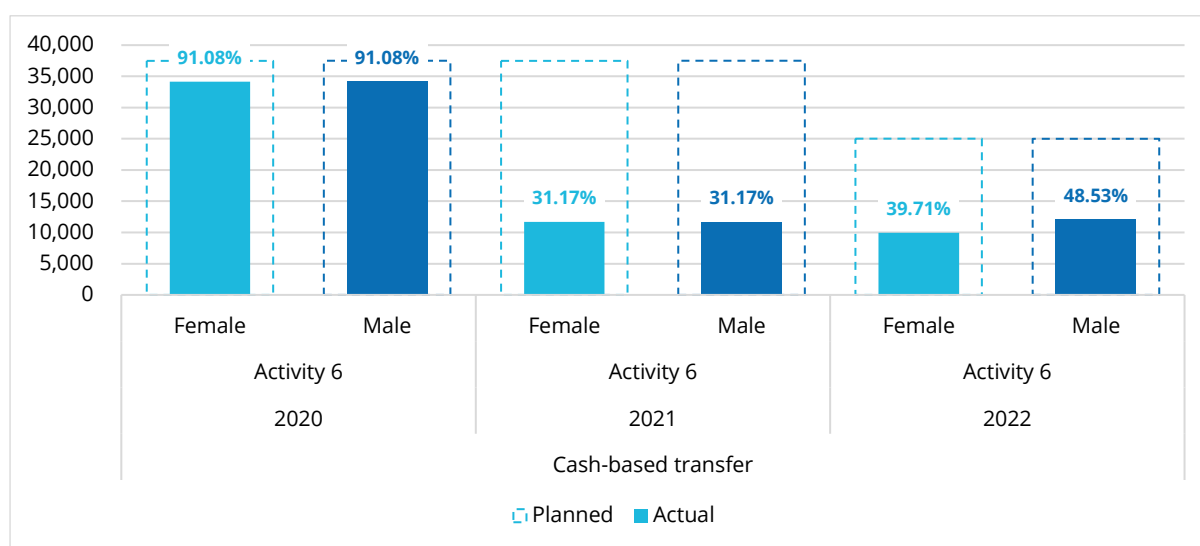
Source: Beneficiaries: CM-R020; CBT and Food transfers: CM-R007 2020, 2021. For all, 2022 number until Sept. 2022 and provided by the country office.

136. Of the total planned targets, 72 percent (68,312) were reached in 2020, 25 percent (23,380) in 2021, and, by September 2022, 44 percent (22,060) had been reached (Table 14 and Figure 24). The reduction in the number of beneficiaries is because COVID-19 restrictions were relaxed. WFP worked with the Ghana National Household Registry to identify beneficiaries. Funds were transferred through a mobile money company with which WFP had an existing contract, enabling WFP to respond to the needs of the COVID-19-affected populations with speed.¹⁴⁶ Of the 10,000 people to be targeted for SBCC, 60 percent were reached (6,000 out of 10,000 target people) in 2020.¹⁴⁷ No in-kind food assistance was distributed (Table 14) since the anticipated influx of refugees arising from the Burkina Faso and Ivory Coast elections did not materialize, and the need for assistance to adolescent girls did not arise.

¹⁴⁶ Interviews with WFP country office staff.

¹⁴⁷ COMET report CM-R008b 2019, 2020 and 2021.

Figure 24 Cash-based transfer beneficiaries for activity 6 (CSP)



Source: COMET report CM-R020 2020 and 2021. Jan-Sept 2022 data provided by the country office.

137. The activities related to support to refugees and adolescent girls returning to schools were not implemented. Adolescent girls were to be given food as an incentive to resume schooling upon reopening of schools in 2020. An assessment conducted by WFP and the Government after the reopening of schools in 2021, found that adolescent girls had returned to school at the same rate as boys and there was no need to provide the planned support.¹⁴⁸ The anticipated influx of refugees from Burkina Faso and Ivory Coast did not occur. Thus, the annual planned 20–25,000 beneficiaries for food assistance were not relevant for support, and food support was not implemented.

138. The cash assistance provided to beneficiaries was in line with the cash distribution done by LEAP, that is, around USD 17 twice-monthly per person. The cash assistance was provided for six months in 2020, all of 2021, and so far for nine months in 2022. In 2021 and 2022, the number of beneficiaries who received support decreased due to the relaxation of COVID-19 restrictions, resulting in a reduced need for assistance. The Government also requested support for fewer daily-wage earners.¹⁴⁹

139. Interviews with beneficiaries and a survey conducted by WFP found that the cash distributed did make a difference in the life of beneficiaries. Beneficiaries spent the funds on farm inputs, purchase of food, health expenses and other purchases.¹⁵⁰

140. The theory of change in Annex VIII, posited that outputs would lead to the crisis-affected populations being able to “meet their basic food and nutrition needs during and in the aftermath of shocks” if the cash transfer system was functional. As evidenced by the information from beneficiaries, the hypothesis was proven, since cash assistance certainly enabled beneficiaries to meet their food and nutritional needs. The measurements of outcome indicators point in the same direction (increased food security), but as external factors also influence the achievement of the targets for the outcome indicators, it is not possible to establish a clear link between the WFP interventions and the outcome indicators. The external factors include the lifting of COVID-19 restrictions and changes in markets such as an increase in food prices.

¹⁴⁸ Interviews with WFP country office staff and annual country report for 2021.

¹⁴⁹ Interviews with WFP country office staff and annual country reports for 2020 and 2021.

¹⁵⁰ Group Interview with beneficiaries; Interview with government representatives; and Robert Aidoo et al. 2020. Group interview with beneficiaries and WFP cash-based transfers (CBT) to COVID-19 affected people in Ghana: cataloguing experiences and impacts - technical report (draft). Department of Agricultural Economics, Agribusiness and Extension, Kwame Nkrumah University of Science and Technology, Kumasi, Ghana.

The WFP crisis-response interventions' contribution to United Nations support to the Government's response to COVID-19

The CSP contributed to the overall United Nations' support to the Government's response to COVID-19. In line with the WFP mandate, it provided cash-based transfers to people affected by COVID-19 to meet their food and nutrition needs. Targeted populations were daily-wage earners who lost their livelihoods and smallholder farmers who needed support to meet their food security and nutrition needs and their farm inputs. Support was also provided to people in COVID-19 isolation centres.

EQ2.2 To what extent did WFP contribute to the achievement of cross-cutting aims (humanitarian principles, protection including attention to PSEA, accountability to affected populations, gender, equity and inclusion, environment, climate change and other issues as relevant)?

Summary

WFP has established effective mechanisms to ensure accountability to affected populations, and these mechanisms are currently in use. However, the percentage of beneficiaries who have been adequately informed about the programme remains insufficient. The CSP also contributed to gender equality but cultural norms and practices continue to impede women's empowerment. Further, WFP has a monitoring system in place that tracks the CSP contribution to cross-cutting aims and data from this system show that most of the intended targets for cross-cutting aims were achieved.

However, there was no explicit integration of climate change and socially excluded populations into the CSP design although climate adaptation activities were undertaken and people with disabilities were integrated into the food assistance targeting process. The focus on humanitarian principles was also limited given WFP Ghana is operating in a development context.

Finding 2.2a: Mechanisms and tools for accountability to affected populations are in place and are being used, but the percentage of beneficiaries informed about the programme was insufficient, especially in 2020 and 2021.

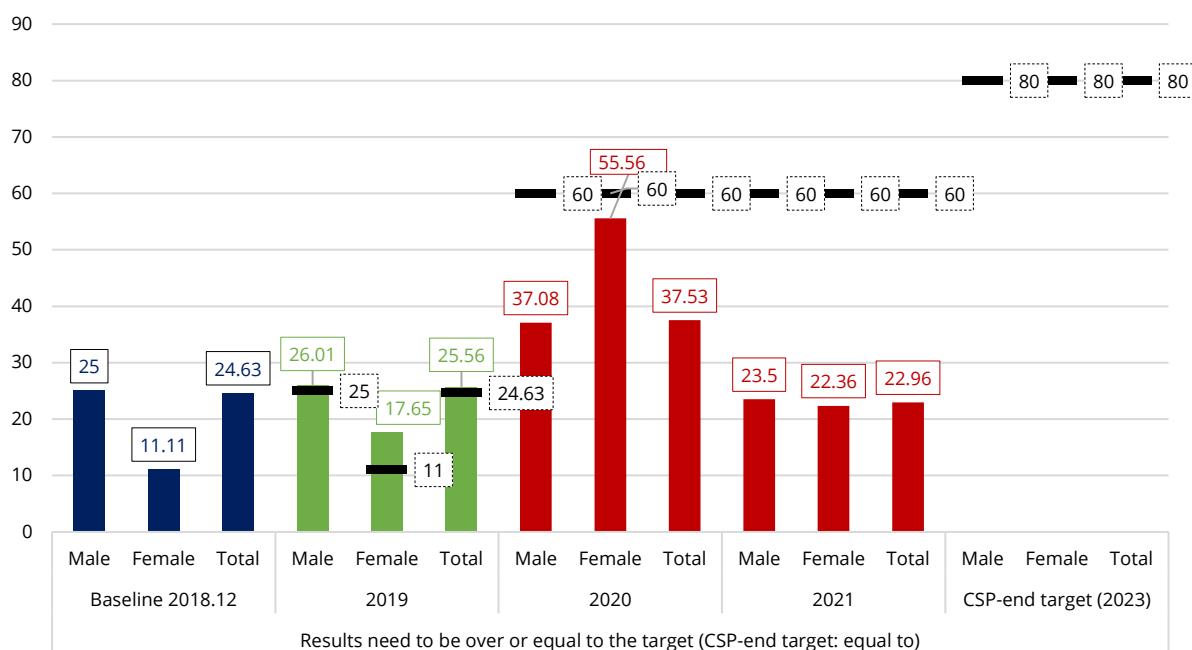
141. WFP country office established mechanisms for accountability to affected populations (AAP) comprising stakeholder involvement in planning processes, a complaint feedback mechanism (CFM) and post-distribution monitoring (PDM). The complaint feedback mechanism consisted of: a toll-free hotline managed by a dedicated staff member speaking the local language; posters placed at retail shops and health facilities publicizing the complaint feedback mechanism; an online complaint feedback mechanism system with capability to log feedback at all times; and feedback handling procedures. There is evidence of client feedback received: 68 clients provided feedback in 2018, 452 in 2019, 723 in 2020 and 67 in 2021.¹⁵¹ However, these numbers are much lower compared to the number of people provided with food assistance. WFP is planning to assess the preferred channels of communication by different demographic groups to inform further improvement of the complaint feedback mechanism.

142. Post-distribution monitoring, in part, assesses the extent to which the targeted beneficiaries were informed about the programme and any challenges or risks beneficiaries may have faced in accessing the food assistance. Data from post-distribution monitoring shows that the target achieved for people informed about the programme varied from year to year. Targets for 2018 were achieved in two regions (Volta and Upper East), while targets for Northern Region were not achieved. Targets for 2019 were achieved. Targets for 2020 and 2021 were not achieved and there was a very low percentage of beneficiaries informed about the programme. This is attributed to the cohort system of enrolling

¹⁵¹ Annual country reports and key informant interviews with WFP staff.

beneficiaries, where the first cohort typically receives necessary sensitization about the programme and the last cohort often misses out until a new sensitization cycle is organized.¹⁵²

Figure 25: Proportion of assisted people informed about the programme



Source: COMET report CM L009b 2018, 2019, 2020 and 2021.

143. The low percentage of clients reporting having been informed about the programme and the low numbers of clients providing feedback shows that there could be other barriers hindering client reporting. Beneficiaries interviewed indicated that they did not know how much money they were expected to receive, when they would receive the assistance, or whether the assistance was to be provided in 2022. They also indicated that they had no means of finding out why they hadn't received money in 2022. Figure 25 shows the accountability to affected populations targets versus actual results from 2019 to 2021.

Finding 2.2b: WFP adhered to the requirements for protection of affected populations; and also has a mechanism in place for protection against sexual exploitation and abuse (PSEA).

144. WFP is guided by the principle of “do no harm” and accordingly conducts a risk assessment before any food assistance programme starts. For instance, WFP conducted a risk assessment in Karaga district, which identified beneficiary safety concerns in accessing food assistance. To address safety issues, retail shops in proximity to health centres were selected to avoid beneficiaries travelling long distances.¹⁵³

145. Risk mitigation measures are integrated into food assistance programmes and these include: the selection of distribution points not far from residences of beneficiaries; selection of retailers in proximity to health facilities; and conducting distributions during the day. In 2018, WFP liaised with the police to provide security to the service provider and beneficiaries.¹⁵⁴ WFP also took measures to protect beneficiaries from COVID-19 infection, such as the use of safe processes in identifying beneficiaries, establishing sanitation points at distribution points and staggering the times beneficiaries came for service in order to ensure social distancing.

¹⁵² Interviews with WFP staff.

¹⁵³ WFP. Annual country reports 2019 and 2020, and WFP key informants.

¹⁵⁴ WFP. Annual country report for 2018 and WFP key informants.

146. Field-level agreements (FLAs) with partners included a clause on privacy and confidentiality to ensure the rights and dignity of beneficiaries were ensured. The evaluation did not find any major issues with protection of beneficiaries, largely due to the measures taken to mitigate risk.¹⁵⁵

147. Regarding PSEA, WFP country office has in place three focal persons, who are at senior management level, leading the implementation of the zero tolerance policy. The focal persons are undertaking this role alongside their full-time jobs. In addition, WFP country office has in place peer support, a workplace advisor and a staff wellness committee. Training on PSEA is mandatory and all staff have so far undertaken this training. A complaint-handling system and information about this system has been disseminated to all staff.¹⁵⁶

148. The WFP PSEA focal persons are part of the United Nations Network for PSEA. This network meets (although not quarterly as expected) and it has annual work plans and conducts training for its members.^{157, 158} The network has a membership of 30, which makes it difficult to coordinate all agencies and get decisions made in a timely manner. Members have competing demands and are not always available to meet. For instance, the network undertook training for PSEA members but only one out of three WFP PSEA members managed to participate.¹⁵⁹

149. The last sexual exploitation and abuse case within WFP was reported in 2018 (five years ago) and concluded and closed in 2019. Given that the PSEA focal persons carry out this responsibility alongside their full-time jobs and that the United Nations PSEA network does not meet regularly, while only PSEA network members have been trained, there is a risk that cases may slip through.

Finding 2.2c: WFP successfully integrated environmental protection measures in CSP activities and operations as evidenced by use of environment screening and adoption of appropriate technologies.

150. WFP has adopted appropriate technologies for environmental protection. Under SO1, food assistance beneficiaries were sensitized on the correct methods for disposing of packaging materials. WFP introduced the use of biodegradable fabric tote bags for collection of food to limit the amount of waste generated from food packaging. Under SO2, smallholder farmers were trained on good agricultural practices, including: the use of hermetic bags and non-toxic chemicals; sustainable land and water management; integrated pest and disease management; and the application of organic fertilizer. Food processors introduced practices that reduced the use of chemicals in food processing and preservation, increased reliance on green energy and other fuel-efficient technologies and promoted cost-efficient means of transportation of goods. Environment risk screening was done, as required.¹⁶⁰

151. WFP country office operations also adopted environmental protection measures including travelling by road instead of air, reducing the use of the generator, using electronic means of information sharing and regularly servicing official vehicles.¹⁶¹

Finding 2.2d: The CSP contributed to gender equality, particularly in nutrition and food systems components, but there are still cultural norms and practices that impede GEWE.

152. The country strategic plan had a gender and age marker score of 3¹⁶² due to targeting of its activities to respond to the needs of women, girls, men and boys. The CSP design was also informed by gender and age disaggregated data while the CSP results framework also disaggregated indicator data by gender and age.

¹⁵⁵ WFP staff and government key informants, beneficiary focus group discussions and annual country reports.

¹⁵⁶ Interviews with WFP staff and minutes of PSEA network meeting held on 18 March 2022.

¹⁵⁷ 2021 briefing annual report–PSEA, UNCT.

¹⁵⁸ Minutes of PSEA network meeting held on 18 March 2022.

¹⁵⁹ Interviews with WFP staff.

¹⁶⁰ Interviews with WFP staff and annual country reports for 2019, 2020 and 2021.

¹⁶¹ Interviews with WFP staff and data on field trips.

¹⁶² According to the WFP gender and age marker guidance, the score of 3 means the CSP fully integrated gender but does not fully integrate age.

CSP activities contributing to gender equality

- Women retailers selected to sell specialized nutritious foods to vulnerable pregnant and lactating women, adolescents and caregivers of children under 2 years. Husbands of these women retailers supported them in redemption of vouchers.
- Women were targeted for setting up OFSP nurseries, assisted by their husbands; nurseries increased their income.
- Small-scale food processors run by women were targeted for expansion (installation of new plants) thus promoting women enterprises.
- Digital financial inclusion of women has commenced and has potential to economically empower women.
- Women hold official positions in farmer-based organizations (FBOs) as evidenced by the FBOs visited by the evaluation team.
- Women were provided with animal-driven carts and ploughs, making farming and transportation of food products to markets easier.
- Nutrition SBCC and food assistance targeted women who often make decisions on what to feed their children. Reports show that husbands are accompanying pregnant and lactating women to antenatal and postnatal care clinics.
- The livelihood support programme targets vulnerable women to grow nutritious foods and they are being trained on productive skills to have income for purchasing nutritious foods and for other uses.

153. WFP established a Gender Resource Network in 2016 to lead the implementation of the WFP Gender Policy and the development of the WFP Ghana country office annual gender action plan.¹⁶³ The network also reviews programme documents, including proposals and plans, to ensure gender is integrated. It periodically sensitizes WFP staff and partners on gender¹⁶⁴ and develops project-specific gender strategies. It also leads WFP participation in gender awareness and advocacy activities, such as the 16 Days of Activism against Gender-Based Violence. This network could do more with adequate funding and technical support. WFP Ghana country office is in the process of recruiting a gender officer to support the activities of the network and lead implementation of the gender policy and gender mainstreaming in the CSP.¹⁶⁵ Further, WFP requires cooperating partners to strengthen gender mainstreaming into WFP-supported activities.¹⁶⁶

154. WFP has made progress in addressing the needs of women and girls. For instance, 60 percent of the 35,693 people assisted with cash-based transfers to minimize the impact of COVID-19 were women. More women were selected because they were more affected by the COVID-19 restrictions than men. However, beneficiary interviews show that deep-rooted cultural practices still hinder women's empowerment. Women smallholder farmers targeted for the COVID-19 support through mobile money transfers often provided the telephone numbers of their husbands and the husbands played a key role in decision making on the use of the cash. This is not because the women did not have phones, but was due to the patriarchal culture, which assigns men the role of managing household finances.¹⁶⁷ Women were targeted for setting up orange-fleshed sweet potato (OSFP) nurseries, assisted by their husbands and the nurseries increased their income and household food needs. Women farmers received donkey carts, which improved rural transportation, provided quick access to markets, enhanced agricultural practices and helped them to acquire additional income. Women agroprocessing entrepreneurs received assistance to expand processing capacity. Both men and women smallholder farmers received post-harvest technologies. WFP also targeted women retailers as key outlets for providing food assistance and this made it easier for retailers to educate pregnant and lactating women and adolescent girls on specialized nutritious foods

¹⁶³ WFP Ghana Country Office Gender Action Plan, 2021.

¹⁶⁴ WFP Ghana Country Office Gender Action Plan, 2021.

¹⁶⁵ Interviews with WFP staff and human resources data.

¹⁶⁶ This requirement is included in the partnership agreements.

¹⁶⁷ Beneficiary FGDs and key informant interviews with WFP staff and Robert Aidoo et al. 2020. Group interview with beneficiaries and WFP cash-based transfers (CBT) to COVID-19 affected people in Ghana: cataloguing experiences and impacts - technical report (draft). Department of Agricultural Economics, Agribusiness and Extension, Kwame Nkrumah University of Science and Technology, Kumasi, Ghana.

products. Husbands of these women retailers supported them in redemption of vouchers and record-keeping.

155. Other CSP activities in which gender was mainstreamed include: the CFSVA, which provided gender disaggregated data; the desk review of the LEAP programme; women's financial inclusion assessments; and the digitization of the school feeding programme monitoring, which provides gender disaggregated data.

Finding 2.2e: As WFP Ghana is focused on development, knowledge and application of humanitarian principles is not prominent.

156. Ghana has not been faced by a humanitarian crisis recently (except COVID-19) and is generally not a disaster-prone country in the sense that it is not normally exposed to long-term and/or major disasters. This is demonstrated by it being ranked number 48 out of 181 countries listed in the World Risk Report of 2021.¹⁶⁸ The work by most organizations in Ghana, including by WFP, is therefore not humanitarian in nature. Most WFP staff are national staff with limited exposure to larger humanitarian operations in other countries. Although humanitarian principles should be applicable to all WFP operations, whether they are of a development or humanitarian nature, none of the documents shared with the evaluation team by the WFP country office contained any references to the humanitarian principles. Interviews with WFP country office staff show that the staff of WFP and its partners are nevertheless aware of the humanitarian principles, and implicitly strive to ensure adherence to them.

Finding 2.2f: Climate change was not integrated into the CSP design, but WFP has taken steps to mainstream climate change adaptation into the CSP activities.

157. There was no integration of climate change adaptation into the design of the CSP. However, during CSP implementation, some activities promoting climate change adaptation were undertaken, including the sensitization of farmers to climate-smart agriculture (although on a limited scale) and participation of NADMO in a climate change conference (although there is no evidence of any post-conference actions taken). NADMO was also supported to establish the flood information system. The development of district contingency plans for emergency preparedness was a more pronounced activity that contributes to mitigating climate change effects.

Finding 2.2g: The CSP design did not mainstream socially excluded populations, including people with disabilities, but the food assistance targeting process did integrate people with disabilities and people living with HIV.

158. The CSP mentions people with disabilities (PWD) in its situational analysis but does not mainstream social inclusion of marginalized groups including people with disabilities in the CSP activities. During implementation, WFP realigned its data collection tools to identify and target people with disabilities and people living with HIV in its food assistance programme. WFP conducted household-level assessments that aided the identification of the food-insecure households and within the households, people with disabilities were targeted.¹⁶⁹ However, data were not disaggregated to show the number of people with disabilities and other marginalized groups reached, except for people living with HIV. Assessments carried out, particularly the CFSVA, included disability as a key variable.

159. There was no mainstreaming of social inclusion and disability into food systems strengthening. Social inclusion and disability were not factors for targeting smallholder farmers, aggregators or retailers and persons affected by the COVID-19 crisis.

Cross-cutting capacity strengthening interventions in the CSP

Finding 2.2h: Country capacity strengthening (CCS) enhanced the WFP country office enabler role, but was not guided by a clear intervention logic.

¹⁶⁸ Bündnis Entwicklung Hilft and Ruhr University Bochum – Institute for International Law of Peace and Armed Conflict (IFHV). *World Risk Report 2021 – Focus: Social Protection 2021*.

¹⁶⁹ Interviews with WFP staff and adolescents protection risk assessment report, Northern, North East and Savanna regions of Ghana, 2019.

160. The country capacity strengthening interventions were planned under SO3 and also integrated into all other strategic outcomes except SO5. The interventions mainly focused on four pathways in line with the WFP corporate country capacity strengthening framework: policy and legislation; institutional effectiveness and accountability; strategic planning and financing; and stakeholder programme design, delivery and monitoring and evaluation. The evidence available shows the progress made towards achievement of the country capacity strengthening outputs. However, having a stand-alone country capacity strengthening strategic outcome and integrating other country capacity strengthening interventions into other strategic outcomes (1,2 and 4), posed a challenge in analysing the overall intervention logic for country capacity strengthening. The country capacity strengthening intervention logic is also not articulated in the CSP.

161. The summary analysis of country capacity strengthening presented in Table 15 indicates a good balance across the enabling environment and the institutional and individual domains of the WFP country capacity strengthening framework. The progress made in each pathway is also shown in Table 15. This analysis does not show the extent to which capacity gaps have been addressed because there was no capacity assessment to inform overall country capacity strengthening planning.

Table 15: Mapping of capacity strengthening activities using the WFP corporate country capacity strengthening framework

Pathways and domains	Country capacity strengthening interventions	Progress in implementation of CCS interventions	Progress made in each pathway
Pathway: policy and legislation			
Enabling environment	SO4	1. Advocating for the increase of financial allocation for school feeding programme based on the cost-benefit analysis findings.	Advocacy was interrupted by COVID-19 but is ongoing. Increase in the school feeding grant was approved in November 2022 as part of the Government's 2023 budget. However, the enabling environment for SFP and social protection for people living with HIV has not improved. The SFP continues to be inadequately funded and households impacted by HIV have not been integrated into social protection programmes. ¹⁷⁰
	SO4	2. Support to the MoGCSP for drafting of, and public participation in, the school feeding legislation (bill).	The bill was presented to parliament and is at committee level. It has not been enacted into law.
	SO4	3. HIV-sensitive social protection assessment done to inform policy and targeting of these households under the LEAP programme.	HIV-sensitive social protection is yet to be integrated into the LEAP programme and into policy.
Institutional effectiveness and accountability			
Individual	SO3	1. Training of caterers and cooks on menu planning and preparation to improve quality of school meals.	Training of caterers, cooks and oversight teams has been completed and target was achieved. CCS activities were in line with the WFP plan and the needs expressed by the Government.

¹⁷⁰ Responses from key informants (WFP and the Government), and review of APP and ACRs reports show CCS needs for SFP were based on recommendations of the 206 operational assessment of school feeding and 2017 school meals nutritional survey.

¹⁷¹ Key informants (WFP and government) and review of ACRs.

	SO3	2. Training of regional and district school feeding programme oversight teams.	Training of regional and district oversight teams has been completed and target was achieved.	Individuals trained are utilizing skills gained in provision of quality meals (caterers and cooks) and supervision of the SFP (oversight teams). However, SFP faces challenges in delivering quality meals including delays in payment to caterers and locally produced foods not always being accessible in local markets. ¹⁷²
Organizational	SO3	1. Joint monitoring missions undertaken to identify bottlenecks in school feeding programme.	Bottlenecks identified through joint monitoring missions are being addressed by the MoGCSP.	CCS activities were as per WFP plans and the need expressed by the Government. ¹⁷³
	SO3	2. Digitization of school feeding monitoring tool undertaken.	Digital monitoring system for SFP is providing real time data to the SFP secretariat.	Institutional capacity has been improved. ¹⁷⁴ The SFP secretariat is using the digitized monitoring tool to have real-time data on school feeding and this data is being used for decision making. GHS is leading the provision of SBCC in health facilities and it has also taken over beneficiary registration in SCOPE. MoFA and GHS are undertaking FSN monitoring and producing quarterly reports while NADMO is utilizing the FIS to develop district contingency plans. However, the school
	SO3	3. Establishment of school feeding model school to provide lessons to inform a scale-up.	Scale up of school feeding model schools has not taken place.	
	SO1	4. Training of GHS on provision of SBCC and health care workers on the use of SCOPE for beneficiary registration.	GHS has adopted SBCC as a strategy to improve nutrition outcomes. SCOPE registration has been handed over to GHS.	
	SO3	5. Establishment of information systems – FSN monitoring system, flood information system.	Information systems established have been utilized to monitor food security and nutrition and floods.	
	SO3	6. Generation of evidence including CFSVA and FSVA	Evidence generated was used in FSN programming.	

¹⁷² Key informant interviews (WFP and government) show that: (i) caterers and regional and district SFP oversight teams have used skills gained from training to develop district menu plans and caterers are using these plans; (ii) SFP oversight teams are conducting joint monitoring missions with WFP; and (iii) locally produced nutritious foods are not always available in local markets leading to caterers purchasing imported/processed foods.

¹⁷³ Key informant interviews (WFP and government) and review of APP and ACRs.

¹⁷⁴ There were no capacity gaps assessments against which achievements can be assessed, however, key informants (WFP and government), and ACRs show that the capacity of the targeted institutions to undertake respective functions has improved due to WFP support.

		for households impacted by HIV.		feeding model school is still at a pilot stage.
Strategic planning and financing				
	SO4	1. Increase in financial allocation to the school feeding programme.	Advocacy for the increase of financial allocation to the SFP is ongoing. Increase in the feeding grant was approved in November 2022 as part of the Government's 2023 budget but this was not adequate.	Advocacy for increasing the funds allocated to school feeding programme is ongoing.
Stakeholder programme design, delivery and monitoring and evaluation				
Individual	SO2	1. Training of smallholder farmers on a variety of skills – post-harvest handling, group dynamics, business skills and warehouse management.	Farmers supplied food to the market but faced challenges with management of contracts and food quality. End of project funding affected sustainability of this initiative.	CCS activities undertaken were in line with the WFP plan. Knowledge gained has not been effectively utilized. E.g. Use of skills gained by smallholder farmers was hampered by group dynamics, which affected contract management and resulted in food processors using their own aggregation system. Individual beneficiaries (PLW, caregivers of children, and adolescents) gained nutrition knowledge but lack adequate income to access SNF through the market, while livelihood support to enable these groups to grow nutritious food has been at a small scale.
	SO2	2. Smallholder farmers linked to markets – food processors and government warehouse.		
	SO2	3. Farmers provided with information on standard weights and measurements.	Farmers are yet to adopt standard weights and measurements.	
	SO1	4. Individual beneficiaries provided with nutrition education.	Individual beneficiaries accessed nutritious foods in the market, but this has not been sustained.	
	SO1	5. Support to vulnerable population to encourage engagement in livelihood and productive activities.	Intervention implemented as a small-scale pilot.	
Organizational	SO2	1. Expansion of capacity of industrial agroprocessors to produce SNFs and training and auditing of food quality and standards.	Capacity of two industrial agroprocessors has been expanded.	CCS activities were undertaken as per the WFP plan. The two industrial agroprocesses are producing SNFs and making these available in the market while the three small-scale food
	SO2	2. Strengthening capacity of small food processors to produce nutritious foods.	Expansion of capacity of three small-scale agroprocessors is ongoing.	

				processors are not yet operational.
Engagement of communities, civil society and private sector				
No intervention				

Source: Analysis by the evaluation team.

Finding 2.2i: WFP capacity strengthening activities have led to limited achievements in food system performance.

162. WFP capacity strengthening activities targeted industrial and community processors, as well as a diversity of retailers under the T-ICSP and CSP,¹⁷⁵ in order to help them produce specialized nutritious foods in the country and for the West African region. Significant results have been achieved but the full potential of the processors is yet to be realized due to challenges along the supply chain. Demand creation for specialized nutritious foods has so far been limited to the WFP market. The commercial linkages between the processors and retailers to supply the general specialized nutritious foods market is weak. Market expansion by Premium Foods Ltd is gradually increasing via the diversification of its product line to supply the breweries with maize grits and the poultry industry with bran. The potential in processing scale and scope is huge considering the installed capacities of the two industrial processors, according to information from key informant interviews and WFP annual country reports. WFP technical and financial support to the two industrial processors, and three community processors, have, however, not been complemented with business plan development, and training in technical and managerial competencies of the processors. This situation is particularly critical for the medium-sized community processors, whose expanded processing plants need to be operated cost efficiently to be profitable. At a strategic level, WFP still has to influence policy so that the private sector is incentivized to be competitive.

163. The private sector aggregation system developed around farm-based organizations through WFP support has not achieved expected results. The business orientation of the smallholder farmers and farm-based organizations is still weak, and they are unable to stimulate increased supply of commodities to processors and institutional markets. This may be due to the fact that other aggregator business models¹⁷⁶ in northern Ghana¹⁷⁷ have not been explored by WFP. These other aggregator business models are small businesses¹⁷⁸ involved in commodity aggregation, farming business and input support services provision. Through input support provision and extension services, these models have improved farmer productivity and production as well as increased market access. The WFP-supported aggregators have limitations that affect their capacity to provide such services. This assertion is supported by a farm-based organization development strategy study conducted in the country. The study recommended that attention should be given to small-and medium-sized enterprises, such as processors and farm-based organizations.¹⁷⁹ Against the foregoing, the WFP farmer aggregation systems can be adapted to enhance farm production and productivity using the suggested models and applying a business development services approach.¹⁸⁰

¹⁷⁵ Final Evaluation of Enhanced Nutrition and Value Chains Project 2016–2021.

¹⁷⁶ These are aggregator models such as the Savannah Farmers Marketing Company (SFMC) and the Masara N’Arziki Farmers Association (Masara).

¹⁷⁷ Feed the Future Agricultural Policy Support Project, 2017. “Assessing the Impact of Operations of the National Project Food Buffer Stock Company (NAFCO)”.

¹⁷⁸ Feed the Future Ghana Trade and Investment Activity, 2022. “Business Development Service Market Services Market System Analysis Report”.

¹⁷⁹ Feed the Future Chemonics International, Inc (2016). “Farmer-Based Organization (FBO) Development Strategy”. *FtF Chemonics International, Inc.*

¹⁸⁰ Feed the Future Ghana Trade and Investment Activity, 2022. “Business Development Services Market System Analysis Report”. (FtF GTI, May 2022).

EQ2.3 To what extent are the achievements of the CSP likely to be sustainable, in particular from a financial, social, institutional and environmental perspective?

Summary

Despite challenges in the short term due to constraints in fiscal space arising from the impact of shocks (COVID-19 pandemic and inflation), some CSP achievements are likely to be sustained by the Government through coordinated planning between WFP and the Government. In terms of institutional capacity strengthening, the ownership of these accomplishments suggests that the gains are likely to be sustained. However, at the community level, limited financial resources may impede the sustainability of the achievements made.

Finding 2.3a: Despite limitations in the short term, in the long term the Government is likely to sustain CSP achievements through coordinated planning between the Government and WFP.

164. Key informant interviews show that the Government has a constrained fiscal space due to a number of recent shocks (global financial crisis, fall in commodity prices and impact of COVID-19) to sustain some achievements of the CSP. However, the Government is likely to sustain the CSP achievements in the long term through coordinated planning with WFP.

165. Regarding specific CSP programmes, the Government and WFP country office key informants indicated that the Government will not take up food assistance (neither cash-based transfer nor in-kind) as it deems this approach to be financially unsustainable. The priorities for the Government are to sustain the SBCC to increase knowledge of nutritious foods and to strengthen productive livelihood support to vulnerable populations to allow them to access nutritious food. However, WFP support for strengthening policy formulation and implementation is likely to contribute to sustainability of food security and nutrition gains through improving the enabling environment.

Finding 2.3b: Communities are not likely to sustain the achievements of the CSP in food security and nutrition as well as food systems strengthening due to a low resource base.

166. The achievements made in improved nutrition for pregnant and lactating women, children under 2 years and adolescent girls under 5 are not likely to be sustained due to the low incomes of vulnerable households, who are unable to consistently afford nutritious food through the market-based retail system. In addition, the livelihood programme, as a sustainability strategy, has only been implemented at a small scale.

167. The achievements made in post-harvest management and market linkages for smallholder farmers are also not likely to be sustained due to the lack of financial capacity to purchase post-harvest management technologies and to maintain the warehouses and food processing equipment provided with WFP support, and an inability to meet food quality standards.

Finding 2.3c: Achievements in institutional capacity strengthening are likely to be sustained due to institutional ownership and integration into institutional planning.

168. The gains made in institutional capacities strengthened through the CSP are likely to be sustained. The institutions have integrated and are utilizing the systems established with WFP support such as the flood information system, FSNMS and the school feeding programme monitoring system. Individual-level capacity strengthening is not likely to be sustained due to staff movement and the fact that this type of capacity depends on other factors, such as the availability of financial resources, a conducive working environment and an enabling policy and the systems to utilize it.

Finding 2.3d: Sustainability of the achievements made in environmental protection, to a large extent, depend on the adoption of these practices at community and institutional levels.

169. Environment protection measures integrated into the nutrition programme, such as the use of biodegradable packaging materials, are likely to be sustained by the food processors. Food processors are developing other forms of biodegradable packaging materials for their products.¹⁸¹ Food processors have also installed alternative energy such as solar, which will sustain environment protection in the long run. However, the use of organic fertilizer and other environment protection agricultural practices, post-harvest technologies that require smallholder farmers to purchase equipment such as hermetic silos, zero-fly bags and moisture meters are unlikely to be sustained.

170. The CSP approach to environment protection was focused on measures linked to the activities it was implementing, but it did not mainstream the broader climate change adaptation to build resilient food systems.

EQ2.4: To what extent did the CSP facilitate more strategic linkages across humanitarian action, development cooperation and, where appropriate, contributions to peace?

Summary

Initial work has been done relating to understanding the humanitarian–development–peace (triple) nexus but the CSP did not take a holistic approach to it. The peace dimension of the triple nexus is relevant to WFP Ghana, given the risk of conflict spilling over to Ghana from the Sahel region and recurring pastoralist and farmer conflict, but the CSP did not facilitate linkages with the peace dimension of the triple nexus.

Finding 2.4a: The CSP did not include a holistic focus on the humanitarian–development–peace nexus, but some initial work has been done on understanding the triple nexus context among WFP country office staff.

171. The CSP does not explicitly make references to holistic thinking regarding the nexus of humanitarian–development–peace (triple) nexus. It is nevertheless possible to identify some linkages between the development and the humanitarian work insofar as some of the same mechanisms for delivery are used, for example, systems developed such as the food security and nutrition monitoring system and the flood information system. These systems provided data that informed the Government in strengthening plans and systems to mitigate the impact of floods and increase in food prices as one way of contributing to humanitarian outcomes.

172. The peace dimension of the triple nexus is relevant to WFP in Ghana, given the risk of conflict spilling over from the Sahel region to Ghana. There is also the recurring conflict between cattle herders from the Sahel region and farmers in parts of the country, including in Northern Region, Ashanti and Bono, which leads to destruction of crops, thereby deepening food insecurity.^{182, 183} However, the CSP has not explicitly facilitated humanitarian, development and peace linkages. Although the CSP included interventions that potentially contribute to the humanitarian dimension of the triple nexus, it could have more deliberately designed the interventions to contribute to both development and humanitarian outcomes. Such interventions include social protection programmes, including the financial inclusion of women, school feeding programmes and nutrition-sensitive food systems targeting populations that are vulnerable to humanitarian emergencies, including floods and droughts as well as those affected by pastoralist–farmer conflicts. There is scope to link more with partners working in the peace space to integrate food security and nutrition interventions for pastoralists and farmers to contribute to peace outcomes.

¹⁸¹ Interview with private sector key informants.

¹⁸² Margaret Adomako, 2019. “Addressing the Causes and Consequences of the Farmer–Herder Conflict in Ghana”. Policy Brief.

¹⁸³ Kugbega, Selorm Kobla and Aboagye, Prince Young *Agricultural and Food Economics (2021)* 9:19 <https://doi.org/10.1186/s40100-021-00186-4>.

2.3 EQ3: TO WHAT EXTENT HAS WFP USED ITS RESOURCES EFFICIENTLY IN CONTRIBUTING TO COUNTRY STRATEGIC PLAN OUTPUTS AND STRATEGIC OUTCOMES?

EQ3.1: To what extent were outputs delivered within the intended timeframe?

173. Timeliness is explained in terms of: (i) output targets achieved as per schedule; (ii) activities implemented as per schedule; and (iii) available financial resources spent.

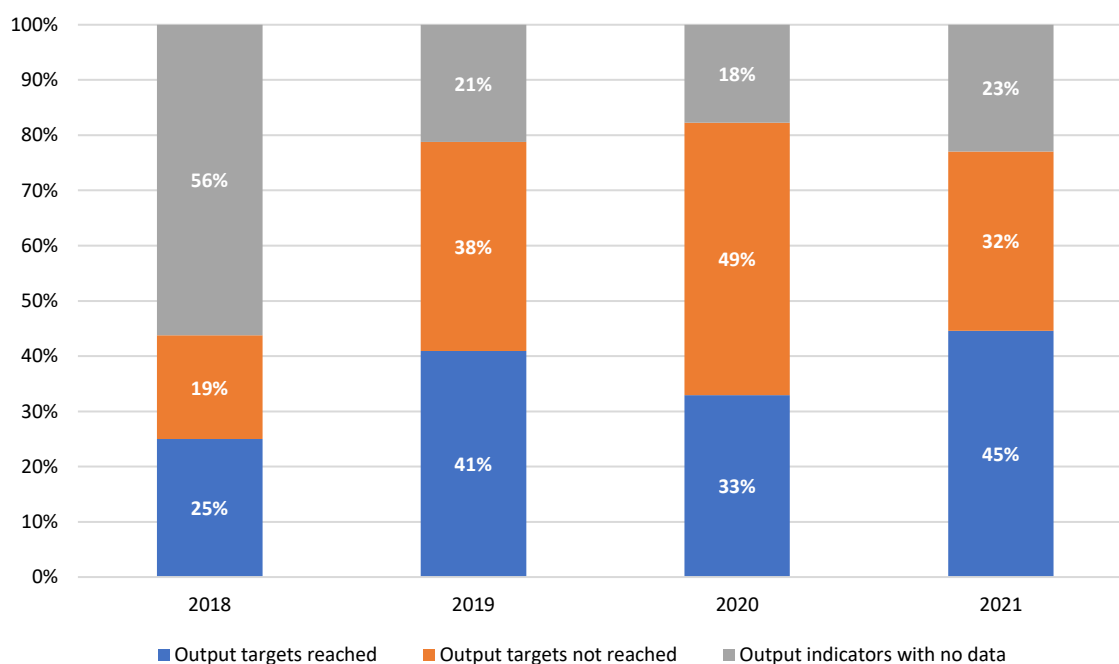
Summary

Most CSP outputs were not delivered within the intended timeframe. Similarly, most activities under SOs 1, 2, 3 and 4 were not implemented as per schedule, except for Activity 3 in 2020 and 2021 and activities under SO5. Due to delays in activity implementation, the CSP expenditure rate for allocated resources across all outcomes is assessed as ranging from low to moderate.

Finding 3.1a: Overall, most T-ICSP and CSP outputs and activities were not delivered on time, although there are variations across strategic outcomes.

174. Output indicators for which annual targets were delivered as per schedule were less than 50 percent as shown in Figure 26. The lowest proportion of outputs delivered on time was recorded in 2018. This level of timeliness in achievement of output targets is consistent with timeliness in activity implemented and the financial expenditure rate as explained in this section.

Figure 26: Status in achievement of annual output targets



Source: COMET report CM R008 2019, 2020, 2021.

175. Under SO1, in 2018 and 2019, food assistance was not delivered to the targeted number of beneficiaries due to the lengthy process of carrying out assessments, registering beneficiaries and delays in printing the beneficiary cards.¹⁸⁴ In 2020, there were delays in delivering food assistance to adolescents due to the long period it took the Government to decide on the adolescents to be targeted.¹⁸⁵ In 2021, there

¹⁸⁴ Annual country reports 2018 and 2020, and key informant interviews with government stakeholders and WFP staff.

¹⁸⁵ Annual country report, 2020 and key informant interviews with government stakeholders and WFP staff.

was a pipeline break for the entire second half of the year due to insufficient funding. SBCC activities also reached fewer people in 2021 (400,000 against a target of 500,000) due to insufficient funding.¹⁸⁶

176. Under SO2, activities were implemented as shown in Figure 27. In 2019 and 2020, 60 percent and 100 percent of the planned activities were implemented as scheduled, respectively. In 2021, only 57 percent and 40 percent for activities 2 and 3 respectively, were completed. The relatively timely delivery of both activities in 2019 and 2020 can be attributed to the availability of funding that resulted in the installation of two industrial and three community processing plants. Key informant interviews, however, indicate that unavailability of in-house competences and relevant networks, to some extent, impacted negatively on the delivery of country capacity strengthening activities. Timeliness in implementation of activities in 2020 improved significantly on account of the use of community radio communication by Farm Radio International (FRI) to deliver training messages to smallholder farmers during COVID-19. The drop in implementation of activities in 2021 was due to inadequate funding.

177. Most of the planned activities for country capacity strengthening and policy coherence were not implemented as planned. Delivery of these activities was either delayed or postponed due to COVID-19-related restrictions, lengthy implementation processes on the part of cooperating partners and bureaucratic processes involved in legislation and policy reform. WFP de-emphasized capacity strengthening activities that involved physical interaction, such as training, and WFP partners, the Ministry of Gender, Children and Social Protection and parliament shifted attention to the COVID-19 response. Country capacity strengthening related to the school feeding programme was affected by the closure of schools. South-South and triangular cooperation activities could not be implemented due to travel restrictions. Other activities such as the CFSVA and dietary guidelines could not start on time due to lack of funds.

178. Cash-based transfers to daily-wage earners and smallholder farmers affected by COVID-19 and the provision of in-kind food assistance to people in COVID-19 isolation centres were delivered in a timely manner. WFP activated an existing contract with the MTN mobile company for speedy cash transfer to beneficiaries. Delays in cash-based transfers were experienced in cases where beneficiaries did not have a phone or had not been registered on the mobile money system.¹⁸⁷

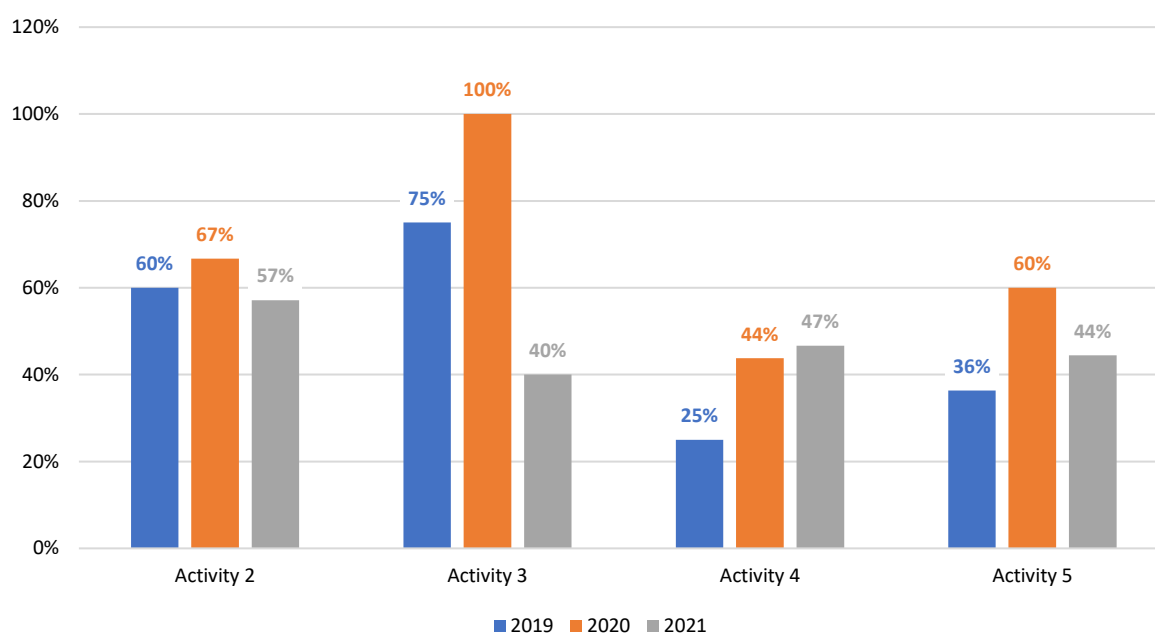
179. Figure 27 below shows the percentage of planned activities implemented as per schedule. This percentage was calculated based on the number of activities planned for the year that were completed by end of that year.¹⁸⁸

¹⁸⁶ Annual country report, 2021 and key informant interviews with government stakeholders and WFP staff.

¹⁸⁷ Key informant interviews with WFP staff, focus group discussions with beneficiaries, and Robert Aidoo et al. 2020. Group interview with beneficiaries and WFP cash-based transfers (CBT) to COVID-19 affected people in Ghana: cataloguing experiences and impacts - technical report (draft). Department of Agricultural Economics, Agribusiness and Extension, Kwame Nkrumah University of Science and Technology, Kumasi, Ghana.

¹⁸⁸ Activity 1 is not included in this analysis because its timeliness in implementation was analysed based on the number of targeted beneficiaries receiving food assistance as planned for each year and not the processes leading to delivery of food assistance. The year 2018 is also not included in this analysis because the annual performance plan and review report were not available.

Figure 27: Percentage of planned activity implemented as per schedule - 2019–2021



Source: Annual performance plans and review reports (2018 was not available); IRM Analytics Report ACR5 GH02, 2019, 2020 and 2021.

Finding 3.1.b: Utilization of CSP financial resources has been low due to: staff turnover; low levels of staffing in the country office; long processes in finalizing partner agreements; and the impact of COVID-19 on CSP implementation

180. About half of the funds allocated for the T-ICSP were spent (Table 16). The funds utilization rate for the CSP ranged from 35 percent to 45 percent between 2019 and 2021 (Table 17). The factors accounting for delays in activity implementation also account for the expenditure rate shown below.¹⁸⁹

Table 16: Funds utilization rate for allocated T-ICSP financial resources, 2018

T-ICSP	% of allocated resources spent
01 Take-home rations and nutritional education to adolescent girls	85.45%
02 Commodity vouchers to PLW, people living with HIV and children	70.17%
03 Nutrition and SBCC capacity strengthening to Ghana Health Service	42.37%
Total SO1: Nutritional status enhanced year-round	76.29%
04 Technical support to communities	43.36%
05 Technical support to industrial processors	94.76%
06 Capacity building and equipment support to smallholder farmers	59.29%
Total SO2: Enhanced food systems supporting nutrition value chains	65.57%
07 Technical support to the national school feeding programme	41.84%
Total SO3: National institutions have strengthened capacity	41.84%
08 Technical support for policies and legislation to the Government	96.69%
Total SO4: Government efforts towards zero hunger in 2030 supported	96.69%
Non-specific activities	0.00%

¹⁸⁹ End-year reports, annual country reports and key informant interviews with WFP country office and cooperating partners.

Total transfer and implementation	45%
Direct support costs (DSC)	70.69%
Indirect support costs (ISC)	100.00%
Total CSP Ghana	51%

Source: IRM Analytics Report ACR5 GH01 2018.

Table 17: Funds utilization rate for allocated CSP financial resources, 2019-2021

CSP Activities and outcome	% allocated resources spent			
	2019	2020	2021	2022 ¹⁹⁰
01 Cash vouchers to vulnerable children, adolescent girls, PLW and support to Ghana Health Service on SBCC	69.94%	64.35%	41.31%	25.66%
Total SO1: Nutritional status of vulnerable populations enhanced	69.94%	64.35%	41.31%	25.66%
02 Technical support to communities and industrial food processors	23.20%	58.90%	39.17%	85.28%
03 Capacity building and equipment support to smallholder farmers	72.15%	57.17%	31.17%	15.17%
Total SO2: Enhanced food systems supporting nutrition value chains	39.35%	58.34%	33.41%	26.99%
04 Technical support to the national school feeding programme and institutions in Ghana	36.87%	22.00%	71.12%	50.63%
Total SO3: Strengthened capacity of local and national institutions	36.87%	22.00%	71.12%	50.63%
05 Enforcement of policies and legislation	43.65%	26.05%	50.22%	84.36%
Total SO4: Government efforts towards zero hunger in 2030 supported	44.65%	26.05%	50.22%	84.36%
06 Provide food and nutrition assistance to crisis-affected populations	-	78.60%	49.96%	86.14%
Total SO5: Crisis-affected populations have their basic needs supported	-	78.60%	49.96%	86.14%
No specific activities	-	0.00%	0.00%	0.00%
Total transfer and implementation	24.79%	47.40%	42.03%	32.81%
Direct support costs (DSC)	86.77%	47.40%	58.16%	49.44%
Indirect support costs (ISC)	100%	100%	100%	100%
Total CSP Ghana	34.86%	48.12%	44.81%	35.60%

Source: IRM Analytics Report ACR5 GH01 2019, 2020 and 2021. 2022 up to 05.10.2022 provided by the country office.

¹⁹⁰ Expenditures are until October 2022.

EQ3.2: To what extent does the depth and breadth of coverage ensure that the most vulnerable to food insecurity benefit from the programme?

Summary

The CSP targeting criteria and approaches effectively ensured that the most vulnerable populations were reached. Target districts were selected based on food security and nutritional status while households were selected using the national household registry and community-level assessment. The geographical coverage and numbers of people reached were also determined by the financial resources available. Capacity strengthening and policy advocacy interventions also addressed the needs of populations most vulnerable to food insecurity.

Findings 3.2a: CSP activities targeted populations most vulnerable to food insecurity and nutrition support.

181. For SO1, the criteria for selection of the CSP geographical areas and populations targeted were appropriate. Districts with poor food security and nutrition status¹⁹¹ were selected based on the CFSVA of 2012.¹⁹² This analysis covered districts in the four regions in the northern part of Ghana (North East, Northern, Upper East and Upper West regions). The selected districts were classified as moderately to severely food-insecure. The CSP covered three districts in Ashanti because this region had a large number of people with food insecurity and high malnutrition. Thus, all the districts covered by the CSP were in need of support given their moderate to high levels of food insecurity and malnutrition.¹⁹³ However, malnutrition data from the Child Welfare Clinic¹⁹⁴ shows that there are other districts with poor nutrition outcomes that were not covered by the CSP. Notable districts, with a higher percentage of underweight children than those covered by the CSP, include: Tano South and Tano North in Ahafo; Afigya Kwabre North, Sekyere Central, Bosome Freho, and Sekyere Afram Plains in Ashanti; Techiman North district in Bono East; Agona East and West districts in Central Region; Weija-Gbawe in Greater Accra; and Guan and Jasikan districts in Oti. However, the CSP coverage could not be expected to reach beyond the targeted 15 districts due to financial constraints. It would also take time and require new funding for WFP to set up food assistance delivery infrastructure in the districts not covered by the CSP.

182. Beneficiaries were selected using the National Household Registry, which holds a database of poor households in the country, complemented with household-level assessments carried out by WFP and further assessment of nutrition status of targeted populations at health facilities. This approach ensured that WFP targeted and reached the most vulnerable populations.

183. As part of its crisis response, WFP targeted people who had lost their livelihoods, either in the form of lost access to daily-wage income due to COVID-19 lockdowns, or smallholder farmers in poor communities in Greater Accra and northern Ghana (the latter being an area with high poverty levels). Identification of the most vulnerable was done by the National Household Registry and the Ministry of Gender, Children and Social Protection. In the case of affected daily-wage earners in Greater Accra, beneficiaries were people who lost their livelihoods due to COVID-19 lockdowns.¹⁹⁵ In northern Ghana, beneficiaries selected were the

¹⁹¹ These districts include: Bosomtwe, Asokore Mampong and Asante Akim South in Ashanti; Yunyoo-Nasuan and Bunkpurugu-Nakpanduri in North East Region; Gushiegu and Sagnarigu districts in Northern Region; North-East Gonja in Savannah, Binduri Bakwu West, Garu and Tempene districts in Upper East Region; and Lambussie, Wa East and Wa West districts in Upper West Region.

¹⁹² MoFA, 2012. "Comprehensive Food Security and Vulnerability Analysis, Ghana".

¹⁹³ Ibid. Page 53, Table 13.

¹⁹⁴ This is data collected through the routine Health Information Management System (HMIS) and therefore does not include children who are not brought to the Child Welfare Clinic.

¹⁹⁵ Ministry of Gender, Children and Social Protection, Ghana National Housing Registry, and WFP 2021. LoU between MoGCSP & WFP – Cash Transfers to COVID-19 Affected Daily Wage Earners.

poorest farmers in some of the poorest districts.¹⁹⁶ WFP reached beneficiaries who were not enrolled in the LEAP programme as those enrolled in LEAP were reached through World Bank and UNICEF support.

184. Country capacity strengthening and policy coherence interventions indirectly addressed food security and nutrition needs of these populations through: providing food security and nutrition data used for targeting the population most in need; targeting schools in districts with poor nutrition status for the school feeding programme; and using the HIV-sensitive social protection assessment of HIV-affected households for social protection. Similarly, the flood information system reports are being used to develop contingency plans for districts exposed to floods.

2.4 EQ4: WHAT ARE THE FACTORS THAT EXPLAIN WFP PERFORMANCE AND THE EXTENT TO WHICH IT HAS MADE THE STRATEGIC SHIFT EXPECTED BY THE COUNTRY STRATEGIC PLAN?

EQ4.1: To what extent has WFP been able to mobilize adequate, timely, predictable and flexible resources to finance the CSP?

Summary

The CSP was not adequately funded. However, the ability of WFP to spend all the financial resources as budgeted in the needs-based plan was low as demonstrated by the low expenditure rate. The CSP funding landscape has also been unstable, compared to previous funding of WFP programmes in Ghana, and most funds are earmarked, resulting in unbalanced funding across strategic outcomes and activities.

Finding 4.1a: The CSP was not adequately funded, although the expenditure rate for the available funds was low and funding across strategic objectives has been unbalanced.

185. The needs-based plan (NBP) for the T-ICSP 2018 was 93 percent funded, whereas the CSP was not adequately funded. The CSP funding varied across years and strategic outcomes as shown in Table 18.

Table 18: Percentage of needs-based plan funding by strategic outcome¹⁹⁷

Strategic outcome	2018	2019	2020	2021	2022 ¹⁹⁸
SO1	54.20%	59.05%	113.35%	133.88%	117.49%
SO2	68.19%	30.37%	30.83%	61.43%	58.38%
SO3	94.65%	19.29%	84.11%	89.86%	64.40%
SO4	34.62%	46.78%	39.06%	38.85%	25.46%
SO5	-	-	32.20%	33.51%	67.52%

Red: less than 49 percent; Yellow: between 50 percent and 79 percent; and Green: over 80 percent.

Source: IRM Analytics Report ACR5 GH02 2019, 2020 and 2021. 2022 data from country office.

186. SO1 was well funded throughout the period of the CSP due to multi-year directed funding from donors (mainly Canada and Japan). Funding for the other strategic outcomes was low and it varied from year to year. Funding for SO5 was low, but since the expected influx of refugees did not materialize and adolescent girls could not be reached due to closure of schools, available funds for this strategic outcome were sufficient to support the targeted populations affected by COVID-19. SO2 funding varied across the

¹⁹⁶ Group interview with beneficiaries and interview with local government representatives.

¹⁹⁷ Does not include ISC, DSC and non-specific activities.

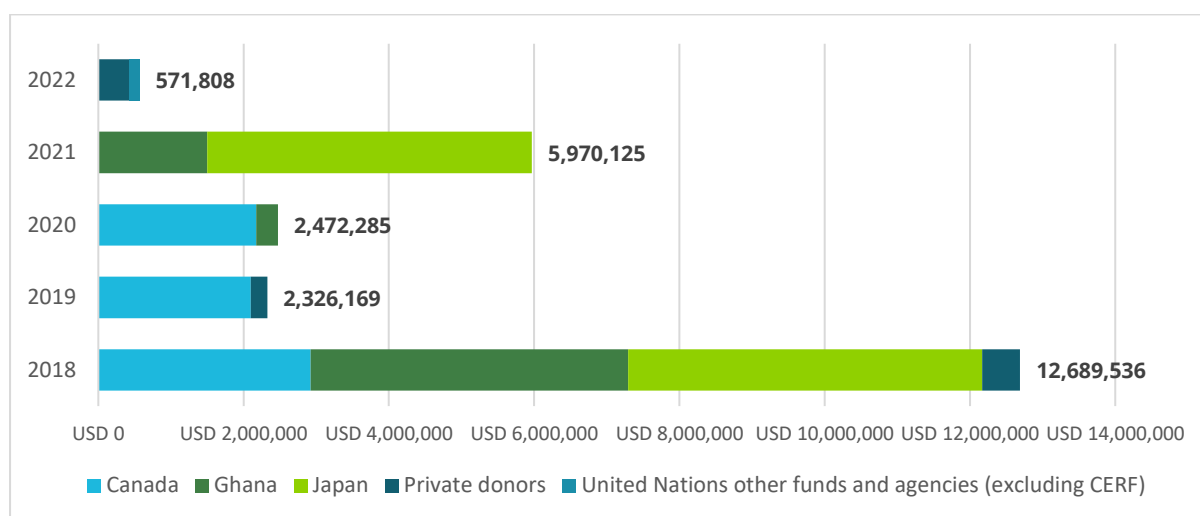
¹⁹⁸ Until September 2022.

CSP period, especially after the end of the ENVAC project, while funding for SO3 was mainly a contribution from the Government of Ghana. The Government’s contribution masks the fact that the country office had challenges mobilizing funds for SO3 from donors. The same issue arose with SO4.

Finding 4.1b: The funding landscape for WFP Ghana has been unstable with dependency on two main donors and variations in total funding amounts year-on-year.

187. The major donors for WFP Ghana remained the same from 2018 to 2020, namely Canada and Japan (Figure 28). Total annual donor funding was highest in 2018, while the Government also made a significant contribution of 34 percent in the same year and 25 percent in 2021. During the CSP period, the highest donor funding was in 2021 followed by a decline as at end of October 2022. This trend shows an unstable funding landscape for the CSP.

Figure 28: Donor contributions, 2018–2022¹⁹⁹



Source: Public Partnerships and Resourcing Division, Statistical weekly report on 2022 contributions, 23 October 2022.

Finding 4.1c: The funding of the country strategic plan was unpredictable compared to previous funding of WFP programmes in Ghana.

188. The funding for the CSP is lower than funding of previous WFP programmes (Table 19). The total budget for the WFP Country Programme 2012-2017 was 57 percent funded. The budget for WFP assistance to Ivorian refugees in 2014–2015 was 85 percent funded and the budget for a common logistics service for the humanitarian community’s response to the Ebola virus disease outbreaks in West Africa in 2014–2015 was 79 percent funded. This was followed by the needs-based plan for the T-ICSP in 2018, which was 93 percent funded. The funding for the CSP needs-based plan is currently at 42 percent.²⁰⁰ The humanitarian funding, however, is not comparable to development funding. The low level of funding for the CSP to date reflects a range of factors, including: the WFP strategic repositioning as an 'enabler'; resource competition from crises elsewhere in the world; and Ghana’s development trajectory as a middle-income country.

¹⁹⁹ Contributions for 2022 were considered up until 23 October 2022.

²⁰⁰ Taking into account that the CSP has one more year of implementation.

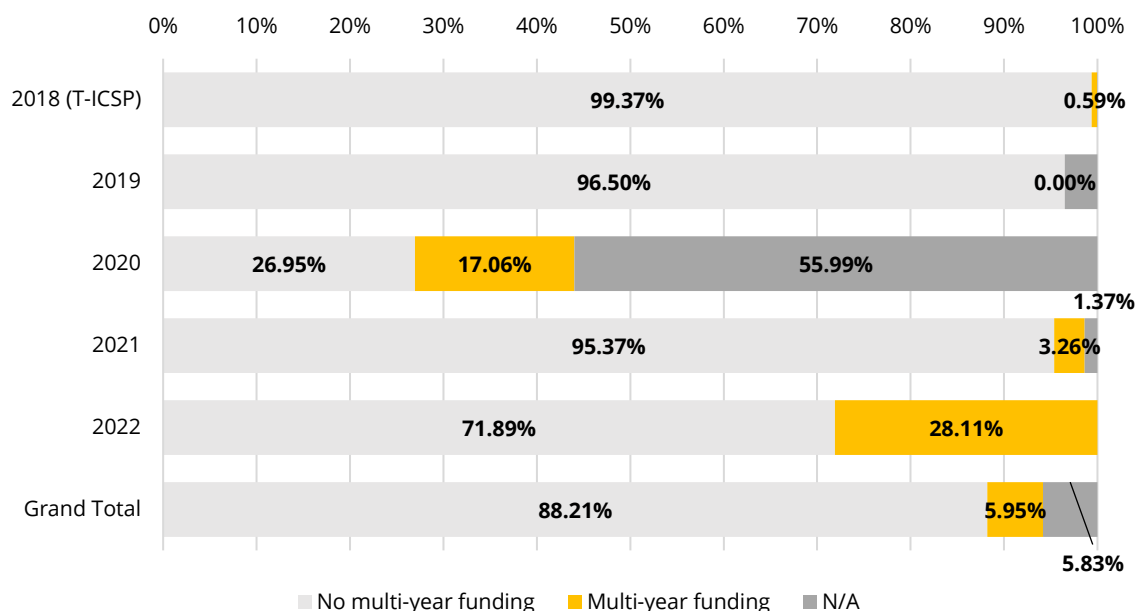
Table 19: Funding of WFP Ghana pre-CSP 2012–2018²⁰¹

Period	Years	Programme	Recipients	Budget (USD)	Funding (USD)	% budget funded
Pre CSP	2012–2017	Country Programme	Ghana	77,952,522	44,294,967	56.82%
	Feb 2014–Sep 2015	Assistance to Ivorian refugees in Ghana	Ghana	2,391,781	2,040,294	85.30%
	Oct 2014–Dec 2015	Common logistics services for the humanitarian community's response to the Ebola outbreak in West Africa	Ghana, Guinea, Guinea-Bissau, Liberia, Mali, Senegal, Sierra Leone, West Africa Bureau	205,030,000	161,260,848	78.65%
	2018	T-ICSP Ghana	Ghana	11,481,035	10,071,138	87.72%
CSP	2019–2023	CSP Ghana	Ghana	94,110,875	30,381,217	42.17%

Source: Resource situation project #200773, #200247, #200675, T-ICSP Ghana 2018 and CSP Ghana 2019–2023.

189. Key informant interviews and the documents review show that funding for the country strategic plan was unpredictable, especially for strategic outcomes 3 and 4. A higher proportion of CSP funding was not multi-year and this contributed to a short planning horizon and affected long-term planning of CSP interventions (Figure 29). The earmarking and multi-year funding is mainly driven by donor policies and priorities. Since it could be unrealistic to expect unearmarked contributions to development interventions, the effort should be on stronger positioning and advocacy to partners to mobilize resources for all CSP activities.

Figure 29: Proportion of annual and multi-year funding of the T-ICSP and CSP 2018–2022²⁰²



Source: CPB Grant Report at 06.10.2022.

²⁰¹ Total funding does not include ISC.

²⁰² The 2022 funding is until September 2022. N/A means the grant was registered neither as multi-year nor as non-multi-year.

EQ4.2: To what extent were the monitoring and reporting systems useful to track and demonstrate progress towards expected outcomes and to inform management decisions?

Summary

The CSP monitoring and reporting system did not sufficiently track progress to outcomes. Some indicators did not have data while other indicators could not sufficiently measure the CSP performance, especially for strategic outcomes 2, 3 and 4.

Finding 4.2a: WFP monitoring and reporting systems did not sufficiently track the progress towards CSP outcomes but monitoring data did inform management decisions within WFP.

190. The extent to which the WFP country office monitoring and reporting system tracked progress towards T-ICSP and CSP outcomes varied. Under the T-ICSP, few output indicators were tracked (44 percent had complete data while the rest had none), while under the CSP most output indicators were tracked, with 81 percent having complete data. At the outcome level, most T-ICSP outcome indicators were tracked, with 82 percent having complete data while only 52 percent of the CSP outcome indicators had complete data.²⁰³ This shows that, although there was an advance in tracking progress to expected outcomes, there were substantial numbers of output and outcome indicators that could not be tracked.

191. Some of the indicators, such as those for SO2, could not be tracked because they required substantial resources to collect data through surveys. Other indicators were not tracked because related interventions were not implemented, such as some of the indicators for SO3 (capacity strengthening), SO4 (policy coherence) and SO5 (support to crisis-affected populations).²⁰⁴ Some of the indicators could not sufficiently measure the performance of the CSP. For instance, indicators for country capacity strengthening could not measure how capacity, once built, was used.

192. Issues emerging from the monitoring data are presented to the weekly management meetings, and the decisions made by management are followed up by the monitoring and evaluation team through an “issue tracking” mechanism. However, this mechanism currently does not have a feedback loop to document the changes arising from the decisions.

193. Feedback from key informants shows that the WFP monitoring system was tailored to track food assistance and food systems strengthening prior to the CSP, and has not been fully adapted to provide strategic information required by programme staff and management to effectively support the WFP transition to an enabler role. Such a role would include a continuous analysis of the food security and nutrition situation in the country and the impact of extraneous factors, such as the Ukraine war and inflation, on food security.²⁰⁵

EQ4.3: How did partnerships and collaboration with other actors influence performance and results?

Summary

WFP partnerships with the Government, the private sector and civil society were instrumental in the achievement of CSP results. However, partnerships with other United Nations agencies were limited because of the weak coordination mechanism of the UNSDP, especially the outcome result groups, and limited opportunities for joint programming.

Finding 4.3a: The WFP partnership with government ministries and agencies was central to achievement of the CSP results.

194. WFP partnered with specific government ministries and agencies whose mandates were in line with the CSP activities (see Table 20). WFP held planning meetings with the relevant government ministries and

²⁰³ CSP M&E framework and annual country reports.

²⁰⁴ See Annex IX for the SO3 and SO4 output indicators with no data.

²⁰⁵ Views expressed by WFP staff with regard to the need for M&E to also adapt to the changing role of WFP in Ghana.

agencies to ensure activities supported by the WFP were aligned with those of the Government. The activities were implemented by government staff and using government systems, while WFP provided financial and technical support. Government ministries and agencies were also responsible for monitoring and reporting on the activities.²⁰⁶ The use of government staff, systems and infrastructure to implement relevant CSP activities contributed to the achievement of CSP results.²⁰⁷

Table 20: The contribution of WFP partnerships to specific CSP results

Strategic outcome	Government ministry or agency	CSP interventions that government partners were involved in and the results they contributed to
SO1	Ghana Health Services	<p>Delivery of SBCC targeting pregnant and lactating women, caregivers of children under 2, adolescent girls and people living with HIV and raising awareness and generating demand for nutritious foods.</p> <p>Registration of food assistance beneficiaries and linking them to retailers and distribution points.</p> <p>Achievement of CSP output results for beneficiaries accessing nutritious foods and improvement of nutrition outcomes.</p>
SO2	Ministry of Food and Agriculture	Coordination and technical leadership for implementation of support to smallholder farmers and establishing market linkages through aggregators and food processor activities at regional and district levels.
	Food and Drugs Authority	Partnership with WFP that contributed to improvement of food quality and safety.
	Ghana Commodity Exchange and Buffer Stock Company	An influence on the CSP results for post-harvest handling and market linkages for smallholder farmers.
SO3	MoGCSP/ national school feeding programme secretariat	Key partner for WFP in achieving results for improved quality of school meals and improved monitoring of the programme.
	MoFA and GHS, MoFA and GSS	Generation of evidence for better planning and targeting of programmes for food security and nutrition.
	NADMO	Improvement of emergency preparedness through the flood information system and district contingency planning.
	MoGCSP	Contribution to improvement of LEAP programme certification system, targeting and mainstreaming of gender.
	Ghana AIDS Commission	Contribution to improvement of food security and nutrition status of HIV-impacted households.

²⁰⁶ Key informant interviews with government and WFP staff and MoUs signed between government ministries and agencies and WFP.

²⁰⁷ Key informant interviews, reports from government implementers and annual country reports.

SO4	MoGCSP	Contribution to the ongoing process for improving the enabling environment for the school feeding programme through legislation and increasing the school feeding grant.
	Ghana Standards Authority	Advocacy for adoption of standard weights and measurements.
SO5	MTN Mobile Company Ghana Agricultural Sector Investment Programme (GASIP)	Contribution to reaching COVID-19-affected populations with cash-based transfers.

Source: Evaluation team.

Finding 4.3b: There is limited collaboration between WFP and other United Nations agencies.

195. There is limited collaboration between WFP and other United Nations agencies with respect to joint implementation. This limited collaboration is due to weak coordination of the overall UNSDP through which all United Nations agencies are expected to undertake joint programming and implementation. It is also attributable to limited common funding arrangements or joint programmes.

196. There are some areas of implementation where there has been successful collaboration between WFP and other United Nations agencies. WFP and UNICEF are supporting the Food and Nutrition Monitoring System, with UNICEF supporting the Ghana Health Service to implement the nutrition component and WFP supporting the Ministry of Food and Agriculture to implement the food security component of the monitoring system. WFP, the United Nations Development Programme (UNDP) and FAO jointly supported NADMO and MoFA-SRID to establish the agronomic early warning system (AgroEWS) to provide information to farmers for emergency preparedness. WFP is an active participant in the national and regional inter-agency working group on emergencies and is currently chairing the regional group. WFP is also collaborating with the United Nations Capital Development Fund (UNCDF) to leverage its expertise in order to advise industrial food processors on how to access affordable credit; and also to leverage its expertise in digital financing to support women’s financial inclusion as part of the social protection programme.

197. WFP engagement with the Rome-based agencies (RBAs) is limited to information-sharing and a few instances of joint implementation. For instance, FAO is supporting the Government to monitor fertilizer stocks while WFP is supporting food price monitoring. But the two agencies have not exploited the opportunities to collaborate around the two initiatives. However, they are currently developing a “joint emergency modality project” that has not yet been finalized. The International Fund for Agricultural Development’s (IFAD) collaboration with WFP has also been at the level of information-sharing, except during COVID-19, where the two agencies collaborated in supporting smallholder farmers affected by COVID-19 in northern Ghana. IFAD, through the Ministry of Food and Agriculture, extended funding to WFP to provide cash-based transfers to smallholder farmers in vulnerable communities.

198. This is consistent with the findings of the joint evaluation on Rome-based agency collaboration,²⁰⁸ which concluded that operational and joint programming can be challenging, and that knowledge sharing and joint advocacy may be a more effective approach, especially with WFP transitioning to a facilitator and capacity strengthening provider.²⁰⁹ However, some partners felt that the boundaries of the Rome-based agency mandates in Ghana are not consistently operationally clear, especially with the WFP strategic shift away from direct implementation towards capacity strengthening and policy coherence.

²⁰⁸ FAO, IFAD and WFP . 2021. *Joint evaluation of collaboration among the United Nations Rome-Based Agencies*. <https://doi.org/10.4060/cb7289en>.

²⁰⁹ <https://www.wfp.org/publications/joint-evaluation-collaboration-among-united-nations-rome-based-agencies>.

Finding 4.3c: WFP built partnerships with the private sector to strengthen food systems but faced challenges in sustaining these partnerships due to the ending of project funding.

199. WFP built on the private sector partnerships established under the T-ICSP to implement market-based approaches to strengthening food systems. WFP partnered with private sector firms to train and provide farmers with post-harvest management technologies. WFP also strengthened the aggregation system to link farmers to markets through purchasing food from smallholder farmers and supplying to food processors. WFP continued the partnership with two industrial food processors to make nutritious foods available on the market. Further, WFP had a partnership with medium-sized food processors that were supported to improve their agroprocessing capacity in order to also supply the market with nutritious foods. To strengthen the link between markets and vulnerable populations that needed the nutritious foods, WFP selected retailers located where these populations could access the foods. WFP also collaborated with government agencies such as the Food and Drugs Authority and the Ghana Standards Authority to train small- and medium-sized food processors to ensure that processed food meets the required safety and quality standards.

200. WFP partnership with the private sector was strengthened with funding under the ENVAC project. However, after the closure of the ENVAC project, there have been challenges in sustaining the support to smallholder farmers for post-harvest loss management, capacity strengthening of farm-based organizations, and linking farmers to markets. The market linkages – from smallholder farmers to retailers – is not functioning at the same level as when the ENVAC project was in operation.

Finding 4.3d: WFP partnership with development partners²¹⁰ has been based on coordination and information sharing, but there is some recent progression towards leveraging of technical and financial resources and expertise.

201. WFP participates in various development partner coordination forums. For instance, WFP is a member of the social protection development partners network, where development partners share information about their programmes and identify areas of collaboration in food security and nutrition as well as social protection programming. WFP is the current chair of this network. WFP is also a member of the national task team on social protection chaired by the Ministry of Gender, Children and Social Protection (currently co-chaired by WFP). This forum brings together all actors in social protection to review progress in implementation of the national social protection plan, to share information on support provided by development partners, to identify priority areas and to ensure interventions of all actors are aligned with government social protection strategy.

202. WFP is collaborating with specific development partners to strengthen synergy and leverage their financial and technical resources. For instance, WFP is collaborating with the World Bank to ensure synergy between its women's economic empowerment project with the World Bank-funded Ghana Productive Safety Net Project. Both projects are implemented in Northern, Upper East and Volta regions. WFP selected these regions in order to use the local networks and civil society groups whose capacity had been built by the World Bank.

Finding 4.3d: WFP partnership with non-government organizations (NGOs) was based on agreements signed between the parties. NGOs implemented agreed activities which, in turn, contributed to the achievement of relevant CSP output results.

203. Non-governmental organizations (NGOs) with which WFP collaborated in the implementation of the CSP included: (i) Alpha Communications and Health Foundation and Savanna Signatures – involved in the implementation of nutrition SBCC; (ii) Care Ghana and Savannah Women Integrated Development Agency (SWIDA) – involved in the implementation of the livelihood programme; (iii) Sight and Life partnership with WFP – involved in social marketing of specialized nutritious foods through retail; (iv) KokoPlus Foundation – involved in social marketing of a specialized nutritious foods product through retail; (v) Farm Radio Africa – involved in the advocacy and education of smallholder farmers on good agricultural practices, post-harvest handling and adoption of standard weights and measurements; and (vi) Adventist Development and Relief

²¹⁰ This refers to multilateral and bilateral partners.

Agency – involved in training smallholder farmers in good agricultural practices and standards and post-harvest handling, product aggregation and sales.

204. Key informant interviews²¹¹ show that the WFP partnerships with NGOs are based on agreements signed by both parties that spell out the activities the NGOs are expected to deliver and the support to be provided by WFP, which is mainly financial. WFP selects NGOs that have the capacity and networks to implement the defined activities based on assessment. The NGOs implement agreed activities and submit their project's progress and financial reports as required. The partnerships last for the period defined in the agreements. Through implementing the agreed activities, the NGOs contribute to the achievement of relevant CSP outputs.

EQ4.4: To what extent did the country office have appropriate human resources capacity to deliver on the CSP?

Summary

Although WFP human resources capacity contributed to the delivery of the CSP results, staff capacity has not been fully adapted to the WFP enabler role and staff are uncertain especially with respect to job security and roles within the CSP. This has affected staff delivery of the CSP activities.

Finding 4.4.a: WFP human resources, in terms of numbers and skills, have been able to deliver the CSP results, but instances of staff movement affected timely delivery of some activities.

205. WFP undertook a capacity assessment to align the country office staffing to the requirements of the CSP. In view of this assessment, some positions were converted from international to national and two field offices were closed. The staffing structure was reorganized around the line of sight by establishing activity managers and outcome managers. The staff capacity of the sub-office in Tamale was increased to enable the office to undertake field activities, while the national office focuses on upstream work. The sub-office has 15 staff, and this number will increase to 17 by the end of the 2022. In September 2022, the country office had a total staff of 57, of whom 42 percent are women.

206. Staff turnover and unfilled vacancies are the main reasons for delay in implementation of some activities, especially in SO2. The country office had seven vacancies in 2019, two in 2020 and one in 2021. There were 16 new vacancies in 2022 due to the country office needing staff to implement the MasterCard Foundation project and to support the offices of the Deputy Director and the sub-office. The country office is also changing the staff contract type from short-term to fixed term. This change is expected to strengthen country office human resources capacity.

207. WFP also has an internal online staff training system. Training needs are identified through the performance management system in place and individual staff attend the courses relevant to identified skills gaps. External key informants²¹² expressed satisfaction with the expertise and quality of advice WFP staff provide. WFP staff also provide support in a timely manner.

Finding 4.4b: There was no evidence of an explicit plan for adapting human resources capacity to the WFP enabler role. The process has largely been ad hoc and has not been completed.

208. Data from key informants²¹³ show that the CSP introduced significant change in the WFP role in Ghana and staff found it difficult to adapt to, or align with, the enabler role at the beginning. There was no deliberate plan to manage or guide the change process. Staff are adapting to the enabler role, but at a slow pace. A staff retreat was held in 2021 and the new WFP role and its implications for staff skills requirements and positions were discussed. Each staff member was given an opportunity to adapt to the enabler role of WFP, while at the same time management also provided information and guidance that staff may require to adapt.

²¹¹ NGO and WFP staff.

²¹² Government, civil society, private sector and other development partners.

²¹³ Interviews with WFP staff.

209. The major hurdle staff face in adapting to the new WFP role is change of mindset. Not all staff are at the same stage in the change process. Some staff still embrace WFP “legacy” projects of delivering food assistance and direct implementation, while others have embraced the change. Despite the clear understanding that the value proposition of WFP is evolving in a new direction, there is still no plan in place on how to adapt staff to this new direction.

4.5: What are the other factors that can explain WFP performance and the extent to which it has made the strategic shift expected by the country strategic plan?

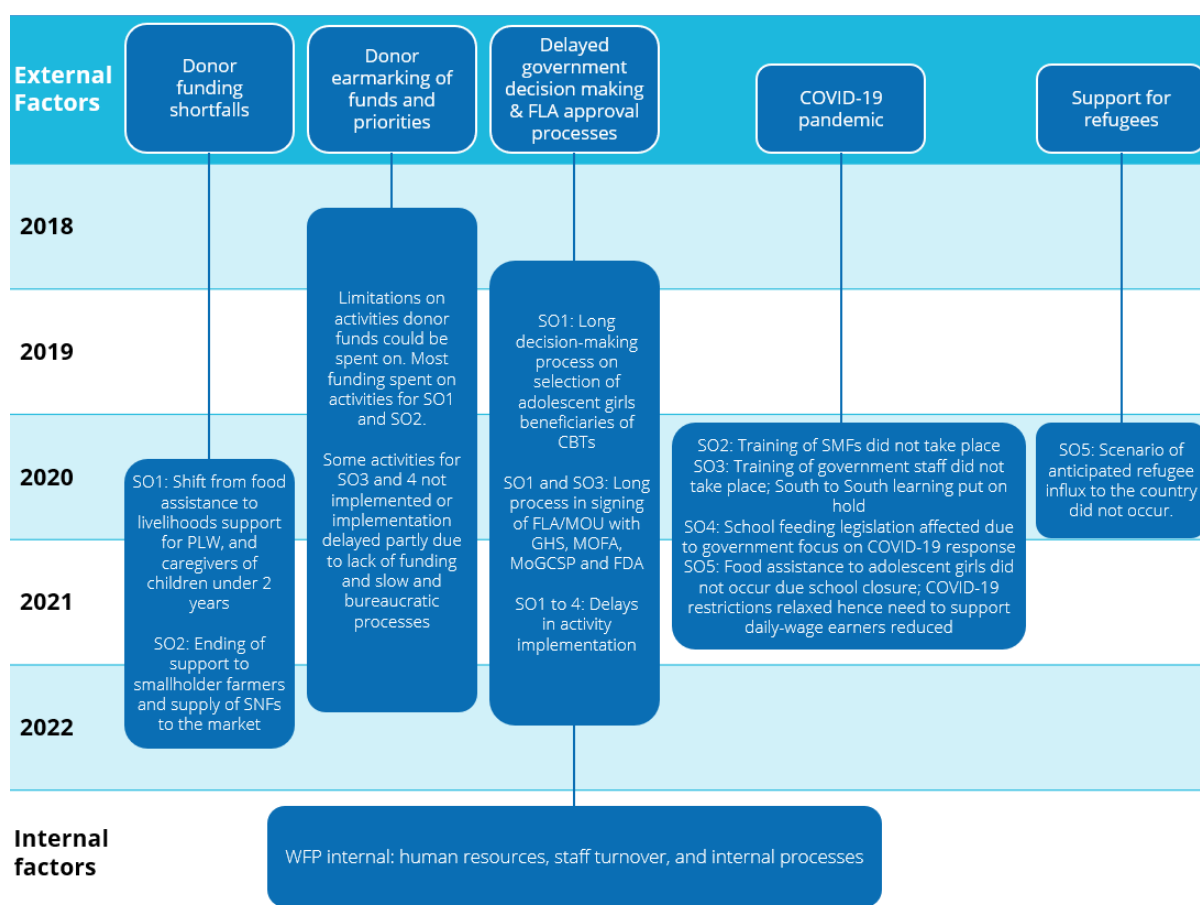
Summary

CSP performance was affected by delays in government decision making processes and approvals of memorandums of understanding, field-level agreements and implementation processes. CSP performance was also affected by internal factors, including lengthy processes when finalizing partner agreements. On the other hand, WFP has made progress in realizing its strategic shift to the enabler role in strategic outcomes 1 to 4. This process is ongoing and models of the WFP enabler role are emerging.

Finding 4.5a: The overall performance of the CSP was affected by delays in government decision making procedures, the approval of memorandums of understanding and implementation processes, and practices within WFP, including lengthy processes in financing partner agreements.

210. A range of factors explaining the performance of the CSP are shown in Figure 30. These include: a delay in government decision making; a delay in approvals of memorandums of understanding, field-level agreements and implementation practices; and lengthy processes in signing partnership agreements. Other factors affecting the CSP performance outlined in earlier sections of the report include: donor funding shortfalls; COVID-19 mitigation measures that saw implementation of some activities postponed and staff working remotely; staff turnover and unfilled vacancies; and inadequate staff profiles, especially for SO3 and SO4. Figure 30 shows the factors affecting the T-ICSP and CSP performance.

Figure 30: Factors affecting the CSP performance over time



Source: Evaluation team.

Finding 4.5b: The WFP strategic shift to an enabler role is ongoing. Models on how this role can be delivered are emerging and WFP partners are beginning to recognize this role.

211. The WFP country office made strategic shifts to the enabler role, such as the utilization of the SCOPE system by Ghana Health Services and the transition from food assistance using cash-based transfer to livelihood support for vulnerable populations while maintaining the SBCC support. Although the SCOPE system remains a WFP system, the Ghana Health Service staff were trained by WFP on this and were able to use the system in registering beneficiaries. The livelihood programme involved supporting vulnerable populations to cultivate nutritious foods or engage in productive activities to raise income in order to access nutritious foods through the market. WFP has also made progress towards nutrition-sensitive food systems using market-based approaches. The country office has been strengthening the agricultural value chain from smallholder farmers to food processors and then to supplying specialized nutritious foods to the market. Limited progress has been made in integrating the food security and nutrition needs of vulnerable populations, including women and people living with HIV, into social protection programmes, particularly the LEAP programme. Factors that have enabled WFP to make the strategic shift include strong partnership with the Government, use of market-based approaches, a good use of the private sector and the country office’s leadership focus on change. Overall, the shift to the enabler role of WFP is evolving and the shifts highlighted above are ongoing.

212. Although the WFP country office has made steps towards an enabler role, its partners²¹⁴ still recognize its comparative advantage in four key areas. Its ability to: 1) respond rapidly to emergency situations to support vulnerable and affected populations; 2) engage with and leverage private sector capacity to address social development challenges; 3) generate evidence for action, particularly in food

²¹⁴ Government, development partners and other United Nations agencies.

security and hunger; and 4) deliver food assistance. WFP partners, especially at the national level, look up to WFP for evidence and up-to-date information on food security and the nutrition situation in the country.

213. However, WFP is transitioning from some of these areas of comparative advantage, particularly its ability to mobilize and deploy food commodities in emergencies and direct provision of food assistance. The positive aspect is that WFP is gaining a reputation for building its capacity in other areas relevant to its enabler role, albeit at a slow pace. In particular, it is gaining capacity at leveraging digital solutions in response to the Government's digitalization policy. WFP is recognized for its focus on developing and modernizing local food systems through working with the private sector to enhance the value of selected food value chains. WFP is also building its expertise in capacity strengthening of social protection systems, beyond the school feeding programme.²¹⁵

Finding 4.5c: The CSP implementation has been a learning process, but was not guided by a change management plan.

214. There is agreement among WFP staff that the country office is working towards shifting to an enabler and facilitator role, but that there was no clear plan guiding the change process. The emphasis on enhancing capacity and promoting policy coherence through the CSP represented a novel approach for WFP Ghana and staff have been learning through implementation. Additionally, systems established to guide the implementation of the CSP were new, requiring staff to invest time in comprehending them.

215. On the side of external partners, including the Government, other United Nations agencies and development partners, the degree of awareness and views regarding the WFP strategic shift in Ghana are varied. While WFP leadership used various forums such as courtesy calls, meetings and launches of WFP projects²¹⁶ to communicate the organization's new role to higher (minister) levels of Government, this message has not always been well communicated to other levels of the Government. Furthermore, there has been a lack of concerted efforts to engage the Government in discussions aimed at ensuring the sustainability of interventions directly implemented by WFP.

216. Other development partners and United Nations agencies are aware that WFP is shifting to capacity strengthening and policy coherence upstream work. However, there is concurrence among these partners that the enabling role is not yet the comparative advantage of WFP in Ghana. Some perceive this new role as having the potential to blur boundaries with the mandates of other United Nations agencies.

²¹⁵ Perceptions of government, other United Nations agencies, development partners and private sector key informants.

²¹⁶ Projects launched include industrial processing factories.

3 Conclusions and recommendations

3.1 CONCLUSIONS

Conclusion 1: The CSP effectively facilitated progress in transitioning WFP from direct implementation towards its intended enabler role and it enhanced the shift from food assistance to nutrition-sensitive food systems. It demonstrated that market-based approaches to strengthening food systems and the livelihood programme, involving cultivation of nutritious foods by vulnerable households, can improve food security and nutrition. Implementation of the CSP, however, encountered obstacles stemming from both internal and external factors, leading to delays and the non-attainment of certain output targets and adversely affecting its contribution to strategic outcomes.

217. The CSP enhanced the role of WFP in Ghana as an enabler and facilitator. The groundwork for this new role was initiated before the T-ICSP and CSP through transferring the school feeding programme to the Government and establishing market-based approaches for strengthening food systems. The CSP further advanced the shift from food assistance to nutrition-sensitive food systems and improved livelihoods, as well as integrating food security and nutrition needs of vulnerable populations into social protection programmes, especially the LEAP programme. However, the models for delivering these programmes are evolving and face implementation and sustainability challenges.

218. Despite the gains achieved in strengthening food systems, the market-based approach faced several challenges, including the low adoption of post-harvest technologies, inconsistent food quality among smallholder farmers and unreliable farmer aggregation systems. The supply chain to retail level has become erratic or unstable following the ending of donor funding for cash-based transfers. The livelihood programme introduction, supported by WFP and involving the cultivation of nutritious food by vulnerable populations, can only be scaled up and sustained if it is embraced and integrated into government (MoFA) programmes.

219. The implementation of the CSP encountered substantial delays due to a combination of internal and external factors. Prolonged government decision making processes, lengthy procedures for finalizing partner agreements, challenges related to earmarking and insufficient donor funding, as well as the disruptive impact of the COVID-19 pandemic, all contributed to delays. Additionally, factors, such as staff turnover, unfilled vacancies, inadequate staff profiles and slow internal processes further contributed to implementation delays. Consequently, certain output targets were not achieved, resulting in a negative effect on the overall contribution to strategic outcomes.

Conclusion 2: The CSP supported the Government to respond to the food security and nutrition needs of vulnerable populations through broadly coherent programmatic interventions and remained relevant throughout the implementation period. However, the link between direct implementation and upstream capacity strengthening and policy coherence interventions is not well articulated. Moreover, the CSP fell short in adequately addressing existing country capacity gaps in emergency preparedness and response under SO3 (country capacity strengthening), and under Budget Revision 1, which introduced SO5. In addition, the CSP did not adequately integrate the humanitarian-development-peace nexus into its design and implementation.

220. The CSP design was based on robust evidence pertaining to the food security and nutritional requirements of vulnerable populations, which were identified through multiple data sources and validated with national and subnational stakeholders. It was well aligned with, and supported the implementation of, the Government's food security and nutrition priorities as delineated in the Long-Term National Development Plan as well as sectoral policies and strategies.

221. The CSP responded to the food security and nutrition needs of vulnerable population groups through a set of coherent interventions across its strategic outcomes. However, the CSP lacked an explicit theory of

change, which could have better articulated the interlinkages across interventions at the community level and the intended upstream capacity strengthening and policy coherence, thereby accelerating the shift towards an enabler role. The separating of country capacity strengthening and policy outcomes (strategic outcomes 3 and 4) may have made it more difficult to integrate advocacy and capacity support with operational delivery and learning under strategic outcomes 1 and 2.

222. Although the CSP was implemented in a fairly stable policy and governance environment, WFP demonstrated its ability to adjust the CSP and adapt to change and remain relevant when the COVID-19 pandemic started, as it expanded to meet needs on the ground. WFP adapted its implementation modalities to the pandemic and promptly revised the CSP to respond to food security and nutrition needs of crisis-affected populations. However, despite responding effectively to COVID-19, the CSP did not adequately address the country capacity gaps in preparedness and response to crisis or the development of community resilience to shocks.

223. The CSP further did not sufficiently incorporate relevant aspects of the humanitarian–development–peace (triple) nexus into its design and implementation. However, the impacts of climate change, the Ukraine war, the recurring floods in northern districts and the recurring conflict between pastoralists and farmers around food security show the need for WFP Ghana to strengthen the integration of the triple nexus into its CSP, particularly its peace dimensions, with scope to partner with actors currently engaging in this space. Overall, the country office could use the triple nexus framework proposed by WFP elsewhere in integrating the triple nexus into the CSP.²¹⁷

Conclusion 3: The CSP had a clear intent and has made progress in shifting WFP from direct implementation to an enabler role; but the absence of a plan to operationalize or manage the change resulted in a lack of clarity about the expected change, and uncertainty among staff as to their roles. Inadequate funding for capacity strengthening and policy coherence work also created challenges in transitioning to the enabler role.

224. It was expected that country office staff would readily adapt to and deliver the WFP enabler role. However, the process of adapting human resources has been slow; staff were uncertain about their roles within the changing positioning of WFP in Ghana, as WFP continued to shift from direct implementation to a facilitative role that required a higher level of technical support and advisory skills.

225. WFP also had difficulties mobilizing funds for the interventions that align with the enabler role, such as capacity strengthening and policy coherence work. WFP Ghana's traditional donor funding is mainly for direct food assistance and food systems strengthening. The unbalanced funding across CSP strategic outcomes hindered a coherent shift to the enabler role across all programmes. WFP has started mobilizing funds from new sources, mainly the private sector, although new donors are yet to come on board. Overall resource mobilization could be simplified if the country capacity strengthening and policy interventions were integrated into the other outcomes.

Conclusion 4: WFP established mechanisms to support cross-cutting aims and most of these mechanisms functioned effectively, except for those related to accountability to affected populations. The T-ICSP and CSP, moreover, did not adequately integrate climate change and social inclusion of marginalized populations.

226. WFP established mechanisms for integration of GEWE, protection, PSEA and environmental protection into the CSP, and these mechanisms functioned effectively. GEWE was integrated into activities across all outcomes and contributed to women's empowerment especially with regard to generating income and decision making. However, cultural norms and practices that are ingrained in the communities continue to impede GEWE. WFP also implemented clear mechanisms for the protection of affected populations when receiving food assistance and no major issues were experienced during the T-ICSP and CSP period. Moreover, WFP also included environmental protection measures in the support provided for strengthening food systems and nutrition support as outlined in EQ2.2.

²¹⁷ World Food Programme, Afghanistan country office. 2019. "The triple nexus: A potential approach to supporting the achievement of the sustainable development goals?"

227. However, mechanisms for accountability to affected populations did not function optimally given the low proportion of beneficiaries reporting having been informed about the programme and also providing feedback. In addition, climate change and the social inclusion of marginalized populations, such as people with disabilities, were not integrated into either the T-ICSP or CSP.

Conclusion 5: Partnerships with the Government, the private sector and non-governmental organizations played a key role in the delivery of the CSP outputs. However, collaboration with other United Nations agencies was limited and the focus on expanding to new partnerships has come in at a later stage of CSP implementation.

228. The CSP results were achieved mainly through partnerships with the Government, the private sector and NGOs. Partnership with the Government was critical in ensuring CSP interventions were delivered through government systems and for leveraging government staff among other resources, thereby fostering government ownership. WFP partnership with the private sector was also critical in driving progress towards strengthening food systems and making specialized nutritious foods available in the market.

229. WFP collaboration with other United Nations agencies is largely confined to information-sharing and a limited number of small-scale joint activities. However, this limited collaboration across United Nations agencies is not an issue specific to WFP. There is a broader concern within the United Nations in Ghana regarding joint programming and implementation among United Nations agencies due to weak coordination structures.

3.2 RECOMMENDATIONS

230. The evaluation makes six recommendations, of which three are strategic and three operational, to address key issues for Ghana in the next CSP. Annex VII links recommendations back to the conclusions.

#	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1	In the next country strategic plan, WFP should clearly define its strategic focus as an enabler and facilitator in Ghana.	Strategic	Country office		High	
1.1	Include a theory of change that articulates: <ul style="list-style-type: none"> an intervention logic for capacity strengthening informed by a comprehensive capacity needs analysis; how the enabler and facilitator role will ultimately contribute to improving food security and nutrition outcomes for people in Ghana, with a vision of leaving no one behind; and the connection between direct implementation and upstream capacity strengthening and policy coherence interventions. 		Country office	Regional bureau, headquarters Country Capacity Strengthening Unit		November 2023
1.2	Develop a detailed implementation plan to manage the process of shifting to an enabler role. The plan should include: <ul style="list-style-type: none"> the alignment of staff profiles to the enabler role, taking into account gender and diversity; a process for phasing out direct implementation; and a communication strategy on WFP's new enabler role in Ghana. 		Country office	Regional bureau, headquarters Country Capacity Strengthening Unit		November 2023 and reviewed and updated annually
2	WFP should deepen and align partnerships beyond Government, with the private sector, civil society	Strategic	Country office		High	

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	organizations, academic institutions, other United Nations entities and other development partners.					
2.1	Build on the work started on market-based food system strengthening, strengthening of the Livelihoods Empowerment Against Poverty programme systems, financial inclusion of women and the planned digital private sector financing initiative aimed at bringing on board additional partners with expertise in private sector development and social protection.		Country office			December 2024
2.2	Consider engaging with relevant parliamentary committees on the review and formulation of policies for addressing food security and nutrition needs in Ghana.		Country office			December 2025
2.3	Identify and implement new joint initiatives or enhance existing joint initiatives with other United Nations entities within the United Nations sustainable development cooperation framework.		Country office			December 2025
3	In the next CSP, WFP should focus on the support it provides to the Government for emergency preparedness and response, in collaboration with other United Nations entities and partners that also have a mandate for crisis response.	Strategic	Country office		High	
3.1	Maintain and strengthen the crisis response strategic outcome in order to support the Government in: <ul style="list-style-type: none"> addressing the adverse impact on food security and nutrition of recurring floods, the ongoing surge in food prices and unforeseen crises; strengthening emergency preparedness systems; and 		Country office			April 2024

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	<ul style="list-style-type: none"> facilitating the integration of the humanitarian–development–peace nexus into food security and nutrition programming. 					
4	WFP should enhance collaboration processes with cooperating partners and make use of innovative financing mechanisms to ensure timely implementation of the country strategic plan.	Operational	Country office		Medium	November 2023
4.1	Explore innovative financing mechanisms aligned with multi-year funding needs for upstream capacity strengthening and policy engagement work.		Country office	Regional bureau, headquarters Private Partnerships and Fundraising Division		November 2023
4.2	Streamline and increase awareness of the processes and guidelines for engaging with cooperating partners in order to ensure timely approval of partner agreements within WFP.		Country office			November 2024
5	WFP should support the Government in developing sustainable models of market-based approaches for food systems strengthening and in scaling up the nutrition-sensitive livelihood programme, particularly in the Northern and Ashanti regions, through the Ministry of Food and Agriculture.	Operational	Country office			June 2024
5.1	Support the Government in: <ul style="list-style-type: none"> developing a strategy for fostering market-based, nutrition-sensitive and safe food systems; strengthening the enabling environment for all actors in nutrition-sensitive food systems, including smallholder farmers, aggregators, food processors, 		Country office			December 2024

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	institutional buyers, farming input and technology suppliers; and <ul style="list-style-type: none"> mainstreaming climate change adaptation into food systems. 					
5.2	Advocate and support the Government in implementing and/or reviewing policies that enhance market-based approaches to strengthening the nutrition sensitivity of food systems.		Country office			June 2024
5.3	Facilitate the functioning of multi-stakeholder coordination platforms for the food security and nutrition sector.		Country office			December 2024

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5.4	Support the Government (Ministry of Food and Agriculture) in scaling up the nutrition livelihood programme targeting households vulnerable to food insecurity and malnutrition, particularly in the Northern and Ashanti regions.		Country office			December 2024
6	WFP should review the accountability to affected populations mechanism and address bottlenecks to ensure that all beneficiaries are well informed about WFP programmes.	Operational	Country office			
6.1	Conduct an assessment of the preferred methods for providing feedback and use the findings of this assessment to ensure that beneficiaries are aware of and have access to WFP feedback mechanisms.		Country office	Regional bureau		December 2024
6.2	Increase the frequency and quality of beneficiary sensitization activities in order to ensure that beneficiaries are well informed about the programmes.		Country office	Regional bureau		December 2024

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