

ASSESSMENT OF DEVELOPMENT RESULTS **GHANA**

EVALUATION OF UNDP CONTRIBUTION



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ASSESSMENT OF DEVELOPMENT RESULTS: GHANA

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It is our hope that this evaluation will help UNDP further leverage their strategic partnership with the Government of Ghana, as UNDP advances with its transformation process to become an ever more relevant and valuable partner to the country.

FOREWORD

This is the report of an independent country-level evaluation called the Assessment of Development Results (ADR) in Ghana, conducted by the Evaluation Office of the United Nations Development Programme (UNDP). This evaluation examined the relevance and strategic positioning of UNDP support and its contributions to the country's development results from 2002 to 2010. It assessed UNDP's interventions under the programme areas of governance, poverty reduction and Millennium Development Goals achievement, and environment and energy.

UNDP programmes in Ghana have been characterized by UNDP's long-standing partnership with the Government of Ghana. The evaluation illustrated how this positive relationship, based on shared goals and mutual trust, facilitated UNDP's privileged position and how this favourable positioning became, over the years, a major asset for UNDP programme. UNDP succeeded in targeting Ghana's major challenges, as the country strived towards the national aspirations of wealth creation and poverty reduction. Partners appreciated UNDP's deliberate efforts to focus on marginalized communities, vulnerable groups, and deprived areas of Ghana, since these efforts led to enhanced awareness and political action in favour of decentralization and inclusive growth. UNDP retained its relevance in relation to national needs and priorities by being responsive to changes in the political, economic and social context. Notable examples of UNDP's responsiveness include, directing support to relevant institutions to ensure free and fair elections, supporting establishment of new institutions such as the Savannah Development Agency to focus on the poorer north, and responding to natural disasters. The evaluation also showed that the UNDP programme has been effective both at the policy and community level.

The evaluation found, however, that UNDP's much-appreciated responsiveness resulted in its interventions becoming more vulnerable to changes in political priorities. There is a risk that UNDP becomes reactive and less strategic. Further, the evaluation highlighted the importance of partnership beyond the government: UNDP did not sufficiently engage non-governmental organizations or the private sector to ensure broad national ownership of the development agenda. The evaluation also drew attention to challenges that are related to sustainability across UNDP programmes, particularly evident in community-based interventions. The absence, thus far, of a strong market-orientation in community-based interventions seriously hinders the prospect for sustainability.

The evaluation concluded that, while UNDP Ghana has been recognized for its substantive capacity and positive contribution to Ghana's development agenda, its inefficient and ineffective business processes and operational constraints may undermine the organization's ability to deliver. As Ghana prepares for a transition to middle-income status, UNDP needs to bolster its advisory capacity and align its portfolio with the realities of the dynamic environment in Ghana, particularly in the areas of local economic development and fostering private-public sector partnerships for development. Such efforts must be coupled with the strengthening of organizational efficiency. UNDP Ghana has already embarked on a number of initiatives to reinforce internal capacity, both substantive and administrative, and the evaluation strongly endorsed these notable efforts.

This ADR generated a number of important lessons. The findings and recommendations of this evaluation reminded UNDP of the need

to consistently link lessons from the community-level work with the policy-level advisory work, establish strong partnerships with and beyond the government for the ownership of development results, and continuously improve both substantive and administrative capacity of the organization. The Evaluation Office sincerely hopes that this evaluation will support ongoing and future efforts by UNDP in Ghana, and by corporate UNDP at large, as they continue to walk alongside the Government of Ghana and national partners on their journey towards wealth creation and the achievement of ever-higher levels of human development for the people of Ghana.

A handwritten signature in black ink, reading "Saraswathi Menon". The signature is fluid and cursive, with the first name being more prominent than the last.

Saraswathi Menon
Director, UNDP Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
APRM	African Peer Review Mechanism
AWP	Annual Work Plan
CCF	Country Cooperation Framework
CCP	Cadbury Cocoa Partnership
CEPA	Centre for Policy Analysis
CHRAJ	Commission on Human Rights and Administrative Justice
CMC	Community Mediation Centre
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSO	Civil society organization
DFID	Department for International Development (UK)
ECOWAS	Economic Community of West African States
EPA	Environmental Protection Agency
EPRAP	Energy for Poverty Reduction Plan
ERC	Evaluation Resource Centre
ERMP	Environmental Resource Management Project
FAO	Food and Agriculture Organization
GAPVOD	Ghana Association of Private Voluntary Organizations in Development
GDP	Gross Domestic Product
GECCA	Ghana Environmental Conventions Coordinating Authority
GEF	Global Environment Facility
GHAMFIN	Ghana Microfinance Institutions Network
GIF	Governance Issues Forum
G-JAS	Ghana Joint Assistance Strategy
GLSS	Ghana Living Standards Survey
GNACSA	Ghana National Commission on Small Arms
GNI	Gross National Income
GoG	Government of Ghana
GPRS I	Ghana Poverty Reduction Strategy
GPRS II	Growth and Poverty Reduction Strategy
HDR	Human Development Report
ICT	Information and Communication Technology
ISSER	Institute of Statistical Social and Economic Research
LED	Local economic development
M&E	Monitoring and Evaluation
MDBS	Multi-Donor Budget Support
MDG	Millennium Development Goal
MLRD	Ministry of Local Government and Rural Development
MoFEP	Ministry of Finance and Economic Planning
MoJAG	Ministry of Justice and Attorney General
MoWAC	Ministry of Women and Children's Affairs
MSME	Medium, Small and Micro Enterprise

NADMO	National Disaster Management Organization
NCCE	National Commission for Civic Education
NDPC	National Development Planning Commission
NEPAD	New Partnership for Africa's Development
NGO	Non-governmental organization
NSDI	Northern Savannah Development Initiative
ODA	Official Development Assistance
ODI	Overseas Development Institute
PEF	Private Enterprise Foundation
SADA	Savannah Accelerated Development Authority
SLAM	Sustainable Land Management
SNEP	Strategic National Energy Plan
SRLP	Sustainable Rural Livelihoods Project
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNIFEM	United Nations Development Fund for Women
UNU	United Nations University
UNV	United Nations Volunteers
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

INTRODUCTION

Assessments of Development Results (ADRs) provide an independent evaluation of the contribution of UNDP to development results in countries where it operates. The purpose of the ADR is to report on and to learn lessons from the UNDP strategy and operations in the country based on the evidence collected and for programming future activities.

The objectives of this ADR are: (i) to identify progress made towards the anticipated development results of the documents of the past two UNDP programming cycles; (ii) to analyse how UNDP in Ghana added value to the country's efforts to promote its development; (iii) to present conclusions and lessons learned with a view to the organization's future positioning in Ghana.

The ADR covers the period 2002–2010, thus including the two approved UNDP programme cycles 2002–2005 and 2006–2010 (extended to 2011). It will provide input into the next UNDP strategic document for Ghana. It looks at development results at two levels: (i) by thematic area and (ii) by assessing UNDP's strategic position. Within the thematic area analysis, the following criteria have been considered: thematic relevance, effectiveness, efficiency and sustainability. In the case of the strategic position, the following criteria have been applied: strategic relevance and responsiveness; UNDP's use of networks; and comparative strengths and promotion of United Nations values from a human development perspective.

In order to carry out the evaluation, three missions were conducted: a preparatory mission (February 2009); a scoping mission (early

February 2010); and the main mission in March 2010.¹ The ADR was structured to engage the government more actively in the evaluation. The Government of Ghana (GoG) established a National Reference Group chaired by the Ministry of Finance and Economic Planning and comprising senior representation from key central government departments as well as a civil society organization. The Reference Group commented on the Terms of Reference for the ADR, provided inputs at critical stages of the evaluation process and nominated an external independent reviewer.²

At the end of the main mission, UNDP Ghana country office received feedback and preliminary findings were shared with the country office and stakeholders. The main report drew on the comments of the UNDP country office, the Regional Bureau for Africa (RBA) and the National Reference Group. A final stakeholders' workshop was organized on 2 December 2010 in Accra and the report was then finalized by UNDP Evaluation Office in December 2010.

UNDP IN GHANA

Over the two programme cycles evaluated in this ADR, UNDP in Ghana has overall consistently grounded its programmes in the national priorities of the country. These national priorities are reflected in the Ghana Poverty Reduction Strategy (GPRS I) 2003–2005 and the Growth and Poverty Reduction Strategy (GPRS II) 2006–2009, with the overarching goal of achieving middle-income status by 2015. The content of UNDP programmes has remained consistent over the two programme cycles, with

¹ The ADR had to be postponed from 2009 to 2010, following the extension of the UNDP country programme.

² Dr. Dzodzi Tsikata, Senior Research Fellow, Institute of Statistical Social and Economic Research, University of Ghana.

some small shifts in emphasis. In the 2006–2010 programme, there is greater emphasis on supporting ‘upstream’ policy and planning and an attempt to connect this with ‘downstream’ projects. Programme expenditure of UNDP has increased since 2004, alongside an increase in execution rates, thus indicating improvements in efficiencies of the programme. UNDP Ghana has streamlined some of its business and planning processes, but deferred implementation of substantive proposals of its transformation plan.³ Some of the momentum for change has been lost and there are matters that require urgent attention. Notable among these are the weak M&E, weak knowledge management, and gaps in communication with the broader stakeholder groups outside the government.

THEMATIC RELEVANCE

Overall, the objectives of UNDP interventions have been relevant to the needs of the organizations it has supported, and to the needs of the ultimate beneficiaries in the communities. Strengthening existing institutions and support to the establishment of new institutions has been relevant in the context of strengthening democratic governance in Ghana as an important pillar for growth and prosperity in the country. In the area of poverty reduction, the objective of building social and economic capacity in communities and districts, reaching out to the most vulnerable and deprived, is relevant and in line with the drive for decentralization, agricultural development and poverty reduction objectives of GPRS I and II. Institutional capacity in the government environmental and energy agencies of Ghana has historically been weak and UNDP’s interventions to strengthen these capacities are most relevant. While project design is broadly compliant with good practice, there are some gaps in UNDP’s approach. Insufficient use is

made of studies to complement the Common Country Assessment (CCA), when designing programmes or projects.

EFFECTIVENESS

The UNDP programme is effective and making a good contribution to development results in Ghana. UNDP has managed to retain its relevance to national needs and priorities and has been responsive to changes in the political, economic and social context over the two programme cycles. UNDP can demonstrate achievements in a significant number of its programmes.

In the area of **governance**, UNDP has strengthened important institutions for democratic governance, for example, the Electoral Commission. It has also helped to establish new institutions for conflict prevention, namely, the National Peace Council and Regional Peace Advisory Councils, and the Ghana National Commission on Small Arms. These institutions have played an important role in the successful Presidential and Parliamentary elections held in 2008 and UNDP’s contribution to the success of the elections is widely acknowledged. Improving access to justice for poor people has proven to be more challenging and UNDP’s success here is moderate. Its support has certainly strengthened institutions in the justice sector and has been instrumental in the establishment of a high-level forum in the government to address the challenges in the justice sector. The challenges in the justice sector are significant and require substantial resources. Collaboration between the government, development partners and civil society are essential in addressing these challenges.

In the area of **poverty reduction and the MDGs**, UNDP has had notable success in some projects, and less in others. UNDP support for community-based interventions has resulted in improvements

³ In order to embark on a transformation process that would reposition UNDP Ghana as a provider of high-quality technical expertise and advice in support of strengthening national capacities for sustainable human development, a transformation plan was developed in 2009. It proposed changes to the structure of the country office and the reengineering of business processes.

in lives of poor people, especially women in the poorest regions of Ghana. There is evidence of enhancement of basic human and social capital of community beneficiaries in the sustainable rural livelihoods projects and in the Millennium Villages Project. A striking achievement in the Bonsaaso Cluster of the Millennium Villages Project is the zero rate of maternal mortality and large increases in health facility deliveries. Community-based interventions have a strong emphasis on building human and social capital, and insufficient emphasis on economic aspects, such as access to microcredit and markets, thus limiting the potential impact of initiatives. Also, community members are empowered and capable of mobilizing themselves into action, but this is not matched by an equally strong advocacy on their behalf by officials in local government.

UNDP support to microfinance institutions has created a market for microfinance and increased earnings of microbusinesses. Gains from UNDP support to private sector advocacy, however, have been modest.

Developing capacity at central government level for pro-poor planning and budgeting, M&E, and statistical capacity are beginning to show positive results, though there still is some way to go. Human Development Reports (HDRs) are good vehicles for advocacy and are seen as an important source of information for policy. The contents and quality of the District HDRs already published raise doubts, however, about the value of future publications in view of UNDP's limited resources.

UNDP is a significant partner in **environmental and energy** issues, and its support has contributed to establishing national policy frameworks that will assist Ghana in its efforts to promote environmental sustainability within the context of climate change. Support to the Ghana

Environmental Conventions Coordinating Authority (GECCA) has assisted the government to coordinate its efforts with regard to important protocols including the United Nations Framework Convention on Climate Change and the Kyoto Protocol, as well as the Convention on International Trade in Endangered Species. UNDP support has also contributed to the strengthening national capacity for disaster risk, and its effective response to the national emergency following the floods of 2007–2008 is noteworthy. There are also signs of success in pilot projects on improving poor people's access to sustainable energy. Pilot projects in sustainable land management, however, are not anchored institutionally and hence there is limited support from the government to scale these up.

PROGRAMME EFFICIENCY

While UNDP Ghana has made efforts to improve its efficiency, its programme efficiency is not at the level required to achieve its vision of being a knowledge-based development partner that provides high-quality advice and effective technical support. For most of the 2006–2010 programme cycles, Annual Work Plans (AWP)⁴ were approved in the second quarter of the financial year, thus leaving between six and nine months for implementation. The amalgamation of AWP, partly in response to corporate trends, has reduced the delays, but has not necessarily improved the quality of planning in the absence of detailed programme documents. UNDP Ghana has made a concerted effort to reduce the number of small projects and this has not been easy in a climate of limited resources. In trying to be responsive to new requests from the government, UNDP continues to run the risk of spreading its resources too thinly. Some programme inefficiencies stem from limited synergies between interventions.

⁴ Annual Work Plans set out the activities and budgets for a collection of related projects and serve as the basis for agreement between UNDP and the implementing partner (in most instances, the Government of Ghana).

SUSTAINABILITY

Sustainability is a challenge across UNDP Ghana's programme portfolio, though it plays itself out slightly differently in the various thematic areas and across different types of projects. Although all AWP's contain details of threats to sustainability, the risk-mitigation strategies are seldom in place or followed consistently. Explicit exit strategies are the exception rather than the rule.

The governance portfolio deals with issues of a political nature and the sustainability of UNDP interventions are to a large extent dependent upon political will to drive reforms and cooperation among national institutions, as well as on a willingness to commit requisite human and financial resources. Initiatives such as the National Peace Architecture and Community Mediation Centres require legislation to enable them to appropriate sustainable funding from the government.

Sustainability problems are inherent in community-based interventions. Communities must own new initiatives and this takes time. Weak local governance and local government capacity compound the sustainability challenges in community-based interventions, such as those seen in northern Ghana. The absence so far of a strong market orientation of community-based interventions seriously limits the prospect for sustainability.

Prospects for sustainability are enhanced where there is strong government ownership, such as the Multi-Media Incubator Centre and the Community Information Centres projects. Sustainability considerations were built into the design of the projects and the government has been the main funder and driver. By contrast, government ownership of the sustainable land management projects is weak given that primary funding and programme implementation remain outside the government and there are no clear plans for their integration into government programmes.

STRATEGIC POSITION

In terms of **strategic relevance and responsiveness**, the ADR found that UNDP's programme over the two cycles evaluated has been responsive to the national priorities of Ghana at the broad level. UNDP has also been responsive to changes in the national context and emergencies, for example, directing support to relevant institutions to ensure peaceful elections, supporting establishment of new institutions such as the Savannah Development Agency to focus on the poorer north, and responding to natural disasters such as the floods. Many government and non-government partners experience UNDP as a flexible partner and this is laudable. However, there is a risk that UNDP reacts to ad hoc demands and that strategic issues are deferred.

UNDP is less agile in responding to strategic shifts or emerging issues. For example, its programme for 2006–2010 does not adequately reflect the shift in the government's emphasis to 'growth' in the GPRS II. UNDP poverty reduction interventions remain rooted in a 'poverty' paradigm rather than a 'growth' paradigm. UNDP is in the process of fully articulating its response to the oil and gas issue. It has commissioned a HDR for the Western Region where oil has been discovered and will use this as the basis for its response. A well-considered approach to such an important issue is commendable, but timing is also important. The pace at which UNDP is developing its response could be accelerated without compromising on the quality, relevance and integrity of the response.

UNDP Ghana has a **comparative strength** in developing catalytic and innovative interventions with limited financial resources. Its challenge is to make the benefits of these interventions sustainable. UNDP officials are valued for their technical expertise. In the area of governance, UNDP's non-partisan role in politically sensitive issues has earned respect for the organization. There are areas of comparative strength that are relatively underexploited. For example, UNDP's collaboration with the rest of the United Nations system is good but there are missed opportunities such as

in the Access to Justice programme. Facilitation of South-South cooperation by UNDP has been good and the organization has provided electronic support to the government for ratification and domestication of the Economic Community of West African States protocols. Government partners believe that UNDP could do more in facilitating South-South cooperation.

Promoting **United Nations values** has been prominent in UNDP Ghana's programmes and activities. UNDP has provided extensive support to Ghana's efforts to achieve the MDGs, through advocacy work and through strengthening central bodies such as the National Development Planning Commission and Ghana Statistical Services. UNDP Ghana has maintained the empowerment of women and gender equity as a notably high priority in its programming, especially in the governance thematic area. The very evident programming and support to achieve gender equity is something that deserves high praise for the country office. UNDP's programming has focused explicitly on poor people and disadvantaged groups, especially those living in the poorer regions of the country. In promoting access to human rights, UNDP has focused on vulnerable groups such as women and children. Importantly, UNDP has paid attention to marginalized groups, namely, prisoners. However, there is a gap in targeting other marginalized groups such as people with disabilities.

The assessment of UNDP as a partner for policy dialogue is unambiguously positive with representatives of the government, whether from the present or previous administration. UNDP has the position of trusted adviser and a highly esteemed partner not rivalled by any other multilateral organization. UNDP has not leveraged this privileged position sufficiently to build national ownership of the development agenda with a broader range of stakeholders. For a number of years UNDP provided support to develop capacity of civil society to engage the government on substantive policy issues and funded innovations such as the Governance Issues Forums. However, the nature of UNDP's

engagement with civil society over the past two years has changed. Some civil society organizations perceive a reluctance by UNDP to engage in substantive policy dialogue. It has been a challenge for UNDP to engage with a civil society sector as there are major internal issues within the umbrella organization. UNDP has begun to build strategic partnerships with the private sector and this area of the organization's work holds promise. UNDP's engagement with other development partners is mostly on programmatic issues and there is limited dialogue on substantive policy issues.

CONCLUSIONS

The objective of this evaluation is to analyse how UNDP positioned itself in Ghana to add value to the country's development efforts, and to identify progress towards development. The evaluation arrives at the following conclusions:

Conclusion 1: UNDP has made a substantial contribution towards Ghana's development. It is regarded by both past and present government administrations as a highly valuable development partner, willing to walk alongside the government to achieve Ghana's development ambitions. UNDP has engaged significantly at the policy advisory and community level, but there are gaps with local governments.

UNDP interventions throughout the programming periods targeted the major challenges of the national agenda of wealth creation and poverty reduction. The concentration on problems of marginalized communities, gender, vulnerable groups and deprived areas of Ghana – in particular the North-South divide – has contributed to creating awareness and political action in favour of decentralization and equitable development. An important achievement is the mainstreaming of the MDGs into Ghana's national planning system. Continuous UNDP advocacy for the MDGs and focus on their attainment in downstream interventions have contributed successfully to passing this milestone.

UNDP initiatives were instrumental in the establishment of new institutions and in the strengthening of existing ones. The National Architecture for Peace, in particular the National Peace Council, represents one of the most significant contributions of UNDP. The quality of UNDP's advisory work in the area of conflict resolution is noteworthy and the establishment of the Ghana National Commission on Small Arms is another example. In the area of environment and energy, UNDP support has been instrumental in the development of national policy frameworks and the mainstreaming of environmental issues into planning. UNDP has maintained a consistent development focus on developing capacity for the implementation of policies, strategies and plans in environment and energy.

In addition to its work at the policy level, UNDP has nurtured a valuable portfolio of activities at the field and grassroots levels, notably in the thematic areas of energy and environment (sustainable land management, alternative sources of energy) and sustainable livelihoods (Millennium Development Village, shea butter, microfinance, micro, small and medium enterprises).

UNDP has a sound track record at the upstream and downstream levels, with perhaps a gap at the middle level, that is, support to the process of decentralization and local economic governance. While punctual support may have been given to local governments, support to their capacity development has not, so far, been central to the UNDP programme, although new initiatives are planned. UNDP piloted the preparation of District HDRs in three districts. The intention to expand to 12 districts inspires a note of caution. In view of their current format, contents, and in the absence of a strategy for diffusion and stocktaking, it is not granted that these reports will provide a solid basis for planning development activities or institutional strengthening at the district level.

Conclusion 2: UNDP has a strong partnership with the Government of Ghana and state actors

and is recognized for its substantive policy dialogue contribution. It is regarded by the government as a trusted adviser. UNDP, however, has not leveraged this privileged position sufficiently to enhance national ownership of the development agenda by a broader range of stakeholders. Its narrow engagement with other development partners limits opportunities for dialogue on substantive policy issues that could benefit the government.

Engagement with civil society has been a feature of UNDP programmes over the two programme cycles, but the nature of the engagement has changed over time. UNDP's partnership with civil society over the last two years of the current programming period has been low key in contrast to previous years. There are a number of civil society organizations involved in UNDP projects, particularly the community-based interventions in sustainable livelihoods and in environment and energy projects. However, the policy dialogue and advocacy that were characteristic of UNDP's engagement with civil society in the first programme cycle, is no longer evident. The lack of clarity regarding the status of the Civil Society Resource Centre has reinforced perceptions of civil society that UNDP is not supportive of their capacity development and does not engage sufficiently with civil society on policy or advocacy matters.

UNDP is steadily building partnerships with the private sector, both as financial contributors to development interventions, and as beneficiaries of UNDP capacity development interventions. The strategic partnerships with the private sector are primarily partnerships with international companies such as the MTN Ghana Foundation, Cadbury and IBM. UNDP does not engage them in policy dialogue. UNDP has supported the Private Enterprise Foundation to engage in dialogue with the government on the Private Sector Development Strategy and the business regulatory environment but the foundation has limited membership and representation.

UNDP cooperates with other development partners on a number of projects. These partners appear to have limited in-depth knowledge about what UNDP does, a matter that could be rectified with improved communication by UNDP. This is partly a reflection of UNDP not consistently communicating the contents of its programmes and its successes. Limited resources for communication also contribute to the problem and not being able to adequately fund post-launch activities for the HDR is a matter of concern. The engagement with other development partners, including emerging partners for Ghana, could be made more substantial with assistance from the Ministry of Finance and Economic Development to create space for such dialogue.

UNDP's good relationship with the government is essential for its effectiveness in the country and must be preserved. The country office strives to maintain a balance in its relationship with the government and stakeholders with divergent interests and this is not an easy task. The evaluation showed that UNDP's high responsiveness resulted in its interventions becoming more vulnerable to shifting government backing and changes in political priorities. For instance, UNDP's agreement to support the newly established Constitutional Review Commission has meant a reduction in support to other projects in the governance portfolio.

Conclusion 3: UNDP promoted a number of pilot initiatives, particularly in the domain of rural livelihoods and energy and sustainable environment. While promising, these pilot activities have reached a limited number of community and final users and served them for a limited time. Access to market and pro-poor growth initiatives are not sufficiently emphasized and constrain sustainability. Without an explicit strategy that includes measures for national ownership, capacity building and lessons learning from pilot activities, the Government of Ghana and other national and international partners will not be able to expand

and sustain these pilot activities, and coverage will remain scant.

The support provided by UNDP has given space to the government to test new and innovative solutions to development challenges. The Multi-Media Incubator Centre and the energy projects are some examples of innovative approaches to development. The ambitious agenda of community-based interventions such as the Sustainable Rural Livelihoods Programme and the Millennium Village Project have provided space for testing alternative approaches to development in the most deprived areas of the country. UNDP has, through these interventions, created the potential for achieving the goals set for sustainable development.

Yet, due to the exploratory nature of these activities and limited resources, coverage of beneficiaries is still very limited. Two emerging issues are how to ensure sustainability of the benefits and how to increase coverage. Strategies for sustainability are not always in place or are not clear. In several cases, grassroots initiatives had been incubated through the involvement of academia and non-governmental organizations but with limited involvement of public entities. Not in all cases was commitment clear from the Government of Ghana or from other international development partners to support and expand these experiences with the risk that they be confined to individual micro showcases. Involvement of local governments may be a key element. While scaling up of these pilot interventions is not the responsibility of UNDP, it should build into the design of catalytic or pilot projects how these can be scaled up and made sustainable.

Some design flaws need to be addressed such as the limited or belated focus on income generation, cost recovery, micro and small business growth and access to markets. There is no doubt that addressing basic human capital (health, literacy) is essential and laudable. Yet waiting, as in the Millennium Village Project, three or

more years before working on concrete economic opportunities for which demand is high from beneficiaries can be a serious limitation. Not enough attention is paid to economic fundamentals such as enterprise budgets, profitability, and access to financial services and to markets for final products.

Conclusion 4: UNDP Ghana is recognized for its substantive capacity and positive contribution to Ghana’s development agenda. There are inefficient and ineffective business processes and operational issues in the country office that, if left unattended, could de-motivate staff and undermine the achievements of UNDP Ghana.

The quality of planning in the country office is an area of concern and has an impact on the execution of projects, both in terms of the rate at which funds are spent, and also on the quality of the spending. Delays in finalizing annual plans reduce the time available for project execution.

The challenges of UNDP’s financial management system, Atlas, are noted and can only account for part of the delays in payments to vendors or cash transfers to implementing partners. With the majority of projects requiring direct payment to vendors, there is a significant administrative burden placed on the office.

The country office transformation plan identified ways to steer the office in the direction of its new vision. The office has made some improvements in administrative processes, but has deferred implementation of the more substantive initiatives. Delays in fully implementing the transformation plan are understandable to some extent, but the effect is that the office has been in limbo on these critical issues.

Conclusion 5: Knowledge management, information management and M&E in the country office are not effective. M&E is weak, thus limiting opportunity for UNDP to benefit from lessons learned and make the necessary improvements or changes to a programme or project.

Robust M&E is a prerequisite for codifying lessons and generating knowledge from pilots and downstream work to influence upstream policy work. The weakness in M&E in the country office is not merely a reflection of the office’s capacity constraints in this area. It is also a reflection of the serious limitations in M&E capacity of national partners. The quality of reporting from national partners is in many instances inadequate and the country office lacks the capacity to provide the necessary support and guidance. Related to the M&E challenge is the poor state of knowledge management in the country office. It is difficult to communicate consistently and effectively if information needed is not immediately available, but dispersed in the minds and computers of individual staff members. Knowledge and information are as much country office assets as are funds, and must be managed better for UNDP to perform its functions effectively.

RECOMMENDATIONS

Recommendation 1: UNDP Ghana should bolster its advisory capacity to support Ghana’s transition to middle-income status. It should ensure that its portfolio reflects the dynamic environment in Ghana as the country continues its journey of building an inclusive society and prosperous nation. Central to this is UNDP’s continued advocacy for a human development approach to Ghana’s growth and development agenda.

In practice, this means UNDP should be positioned to provide the government with high quality advice and access expertise to deal with complex challenges. The economic opportunities and challenges associated with oil and gas are a case in point. In keeping with its human development agenda, UNDP Ghana should focus advising on policies that benefit poor people and women, and address the inequalities in the country.

The portfolio of work could include advisory work on local economic development and fostering private-public sector partnership for development. UNDP strategic policy advice should draw on

practical experience at the grassroots level and UNDP should retain a portfolio of catalytic projects. UNDP should place a higher priority on the market-oriented economic activities in catalytic community-based projects to enhance their prospects of sustainability.

UNDP should also intensify its support for South-South cooperation and support Ghana's role as an increasingly important player in regional political and development agenda.

Recommendation 2: UNDP Ghana should continue its efforts to strengthen democratic governance, focusing on providing advice to strengthen the knowledge and skills base of national partners. It should also continue to advocate for appropriate resourcing of governance institutions that are essential for maintaining the positive trajectory for democratic governance in Ghana.

Strengthening of democratic governance should be done in the context of the government's policy on decentralization. UNDP should extend its efforts at strengthening governance institutions to the district level of government. In this regard, UNDP should evaluate the effectiveness of District HDRs as a means of strengthening local governance.

Recommendation 3: UNDP Ghana should focus its efforts on strengthening the capacity of the government to respond to climate change in the national, regional and global arena.

This means strengthening the government's capacity to negotiate agreements and enforce policies and regulations. While the emphasis of UNDP efforts should shift towards policy advice, it is recommended that grassroots projects be used to inform policy.

Recommendation 4: UNDP Ghana should support building national capacity for M&E in Ghana. This should be done in partnership with other United Nations organizations in Ghana.

UNDP should plan jointly with other United Nations organizations to build national capacity for M&E, taking into consideration initiatives that are already being implemented by the various agencies. In this regard, UNDP's current support to building national statistical capacity and supporting central planning and oversight should be taken into consideration. While the focus of UNDP's efforts should be on building capacity in the government, it should also consider how it can contribute to building capacity in non-government institutions.

Recommendation 5: UNDP Ghana should improve its dialogue with a broad range of stakeholders, in particular, civil society and the private sector, to enhance partnerships and foster national ownership of UNDP's interventions.

UNDP should create space for strategic dialogue with civil society and the private sector on development issues and so deepen the quality of its partnership with these stakeholders. UNDP should also leverage its position as 'trusted adviser of the government' to engage other development partners in substantial policy dialogue on important development issues.

Recommendation 6: UNDP Ghana should transform itself into a knowledge-based advisory organization. UNDP needs to improve its knowledge and information management in all areas of its work, strengthen its internal M&E systems and improve its communication.

The knowledge and information management system should ensure not only the basic availability and tracking of key electronic documentation on the portfolio, but also identify roles and responsibilities of UNDP officials and implementing partners for ensuring that information is accurate, reliable and that knowledge sharing takes place.

UNDP should ensure that it builds the requisite internal capacity for effective M&E. This includes ensuring that it has the requisite staff complement and skills to perform this important function; that the evaluation plan is implemented rigorously; and

that lessons emerging from evaluations are documented and disseminated internally and to relevant stakeholders and partners.

UNDP should upgrade its communication strategy and communication skills of UNDP staff in order to communicate its work more effectively. It should pay particular attention to disseminating its publications as these provide useful opportunities to exchange ideas with external stakeholders about UNDP's work.

Recommendation 7: UNDP Ghana should expedite implementation of improvements to its business processes and operational capacity, and align these with the new strategic direction of the country office.

Actions taken to date to streamline processes and restructure the country office for improved operational capacity should serve as a basis for improving the overall efficiency of UNDP Ghana.

Particular attention should be given to dealing with the challenge of varied quality of planning and reporting. Formats for programme and project plans and progress reports should be standardized and quality assured more rigorously.

Recommendation 8: As part of its transition to a restructured portfolio, UNDP Ghana should develop sustainability plans and exit strategies in key areas of its programme. This should be done in agreement with the Ministry of Finance and Economic Planning, implementing partners and responsible parties, and other critical development partners in Ghana.

The sustainability plans and exit strategies should be explicit about how sustainability will be achieved, who will be responsible for ensuring implementation of the plans and strategies, and should provide a time frame for UNDP's gradual disengagement.

CHAPTER 1

INTRODUCTION

1.1. OBJECTIVE, SCOPE AND METHODOLOGY

Assessments of Development Results (ADRs) provide an independent appreciation of the contribution of UNDP to the development of the countries where it operates. The purpose of the ADR is to report on and to learn lessons from the UNDP strategy and operations in the country based on the evidence collected and for the programming of its future activities.

The present ADR, approved by the UNDP Executive Board, evaluates two programming cycles contained in the strategic documents for the periods 2002–2005 and 2006–2010 (extended to 2011). This period has seen the tenure of three presidencies, two led by President John Kofi Agyekum Kufuor (2001–2005 and 2005–2009) and one by President John Evans Atta Mills (2009 to present). UNDP has had two resident representatives in this period.⁵

The objectives of this ADR are: (i) to identify progress made towards the anticipated development results of the documents of the past two UNDP programming cycles; (ii) to analyse how UNDP in Ghana has been positioned to add value to the country's efforts to promote its development; (iii) to present conclusions and lessons learned with a view to the organization's future positioning in Ghana.

THE EVALUATION PROCESS

Following the guidelines set by the UNDP Evaluation Office, a team of three independent consultants and an Evaluation Office task manager

conducted the evaluation. The new ADR Method Manual has been applied. An initial preparatory mission was fielded in February 2009 and full terms of reference and evaluation methodology developed. Due to the one-year extension of the Country Programme Document (CPD), the ADR process had to be postponed. Consultation meetings were held in New York in September 2009 with the Regional Bureau for Africa (RBA) and Bureau for Crisis Prevention and Recovery of UNDP, the Department of Political Affairs of the United Nations, and the Permanent Mission of Ghana to the United Nations.

A scoping mission was held in Ghana in early February 2010 that allowed for a refinement of the evaluation methodology. During this mission, options were discussed with representatives of the Government of Ghana to play an enhanced role in the evaluation process while respecting the independent character of the evaluation. In agreement with government representatives, a National Reference Group was established. It was chaired by the Ministry of Finance and Economic Planning (MoFEP) and comprised the National Development Planning Commission (NDPC), the Policy Evaluation and Oversight Unit of the Office of the President, the Ministry of Environment and Science, the Ministry of Local Government and Rural Development (MLRD), the Ghana Statistical Service (GSS) and a civil society organization, Send-Ghana.

The National Reference Group commented on the terms of reference and prepared a policy brief on national development strategies that was used as an input in the ADR. It nominated a candidate for the role of the external independent

⁵ A new Resident Coordinator took office on 2 July 2010, after the main mission of the ADR had been completed.

reviewer for the ADR and provided comments on the main draft report and throughout the evaluation process.

The main four-week mission took place from 28 February to 26 March 2010. Numerous interviews were organized in the capital Accra, as were field trips. At the close of the mission, feedback meetings were held with UNDP Ghana country office senior management and with the office staff. A workshop on the emerging findings was organized on 26 March, 2010. More than 50 participants attended, including representatives of the UNDP country office, the National Reference Group, as well as non-government organizations (NGOs) involved in the implementation of UNDP initiatives.

According to UNDP Evaluation Office procedures, the draft report was reviewed by the UNDP Evaluation Office and an external reviewer. The main report drew on the comments of the UNDP country office, the RBA and the National Reference Group. A final stakeholders' workshop was held on 2 December 2010 in Accra and the report was then finalized by the Evaluation Office in December 2010.

KEY CRITERIA

The ADR looks at development results at two levels: (i) by thematic area and (ii) by assessing the UNDP strategic position. Within the thematic

area analysis, the following criteria have been considered: thematic relevance, effectiveness, efficiency and sustainability. In the case of the strategic position, the following criteria have been applied: strategic relevance and responsiveness, UNDP's use of networks and comparative strengths and promotion of United Nations values from a human development perspective (Table 1). These are criteria established in the ADR Method Manual. Aspects relating to management have been considered to the extent they have influenced the development results and strategic positioning.

Assessing UNDP contribution. Several actors cooperate in UNDP projects and programmes, such as national public institutions, civil society, international organizations. Other exogenous factors may determine certain development results, for example, an economic downturn or a major natural event. How, then, to 'identify' UNDP's contribution? Realistically, in an ADR context, the following approaches can be considered:

- i. Understanding the nature of UNDP interventions (what did it do exactly?) and documenting the type of the 'value added' by UNDP interventions (for example, technical skills and expertise, conceptual frameworks and methods that were not available before);
- ii. Applying the 'before and after' criterion (which situation prevailed before the UNDP

Table 1. Evaluation Criteria	
Assessment by Thematic Area Thematic relevance Effectiveness Efficiency Sustainability	Managerial items*
Assessment of UNDP Strategic Position Relevance and responsiveness UNDP's use of networks and comparative strengths Promoting United Nations values from a human development perspective	

* Considered to the extent that they help explain development results and strategic positioning

intervention and how has it changed up to date?) and check through interviews and documental evidence whether alternative explanations can be invoked;

- iii. Considering, when realistically feasible, a ‘without UNDP intervention’ case that can be compared against a ‘with UNDP intervention’.

Assessing long-term results within a short time frame. UNDP outcomes are often expressed as long-term development objectives, while evaluators may come at an earlier stage when such objectives cannot (yet) be observed. This is shown in Table 2 which epitomizes the chain of expected effects of many UNDP interventions. Projects (step 1) generate direct outputs often in the short term (step 2). Such outputs, in turn, foster intermediate results and change processes (step 3). Such intermediate results, in addition to other external factors, may lead to the achievement of the final results (step 4) in the medium term.

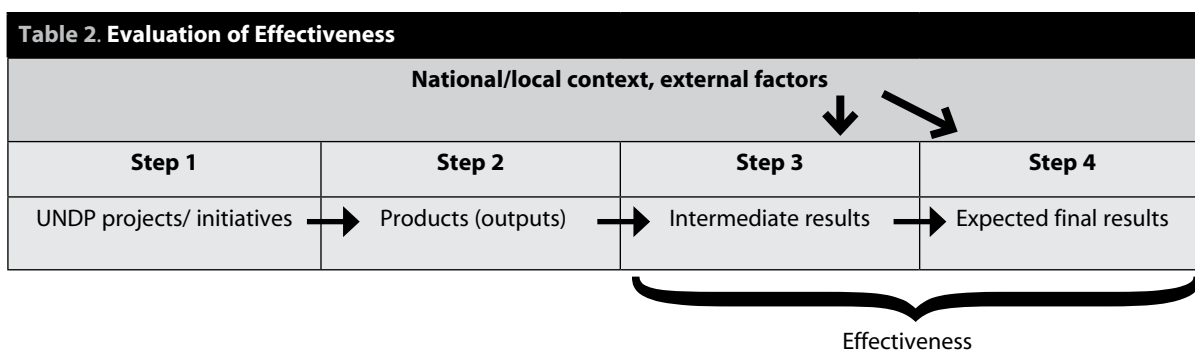
While, according to the strict definitions, assessing the development results would mean assessing long-term results, in several instances, the ADR team may only be able to observe intermediate processes (step 3). If that is the case, the ADR team explained in their analysis that certain longer-term development results require a longer gestation period. They presented the intermediate results that can already be observed (medium-term effectiveness), explain how the latter are connected to the long-term results and identify

the factors that may contribute to or thwart the achievement of long-term results (this may in part be treated under the sustainability criterion).

DATA-COLLECTION AND PROCESSING

The ADR draws conclusions based on triangulation of evidence from different methods and sources (secondary and primary). After a desk review of the available documentation, primary information and data have been collected ex novo by the current ADR through: (i) individual interview with key informants⁶; (ii) focus groups on selected topics; and (iii) field observations.

An initial sample of 15 projects out of a total of 86 projects supported by UNDP in the 2002–2009 period was extracted and subjected to in-depth desk review and later interviews and field visits (for five of them). Selection of projects responded to the following criteria: (i) coverage of outcomes as per UNDP programming documents (Country Cooperation Framework, or CCF, CPD); (ii) keeping a balance between projects that relate to upstream support to policy dialogue and projects that are implemented at the grassroots (community/village level); (iii) coverage of both national execution and direct execution projects; (iv) representativeness of the main stakeholders of UNDP. During the course of the main mission, additional projects were reviewed by the evaluation team. The list of sampled projects is presented in Annex 1 of this report.



⁶ Standardized checklists for interviews and summary sheets have been used.

Table 3. Overview of Data and Information Collection Techniques

Level	Method of data collection	Sources
Strategic level	Individual interviews/ Focus groups	UNDP, selected United Nations organizations, government institutions (particularly at central level, bilateral and multilateral donors, civil society and sectoral specialists conversant with Ghana's history and country context).
Programmatic level <i>Project activities</i>	Desk review	<i>Projects from 2006 to 2010</i> A sample of 15 projects was selected for in-depth desk review. The sample was representative of the main UNDP thematic areas and sub-areas in which the UNDP is involved.
	Individual interviews	Interviews in the capital were conducted for the sampled projects with project funding agencies, executing agencies and project users. The objective of the interviews was to follow up on the desk review, collect further information and elicit perceptions from stakeholders that have been engaged at different stages and with different roles in UNDP interventions.
	Field visits	A smaller sub-sample of five projects was selected for field visits to two regions in areas of high concentration of UNDP activities, for example, Northern Region and Ashanti Region. Field activities represent a further step to validate preliminary analysis and add information and content to the triangulation processes. Field visits mainly concerned local offices of government agencies (for example, the Environment Protection Agency), local offices of partner NGOs and civil society organizations, villages and final project users. ⁷
Programmatic level <i>Non-project activities</i>	Interviews	Non-project activities included initiatives such as stakeholders' consultation, advocacy, networking, resource mobilization and coordination). Primary data was collected mainly through interviews. Many of the stakeholders interviewed coincided with those involved at the programmatic and project level and were interviewed only once.

In addition to the sampled projects, during the course of the evaluation, other projects and activities were more briefly reviewed. UNDP activities are not limited to projects but also include other initiatives such as stakeholders' consultation, advocacy, networking, resource mobilization and coordination. Related information was collected through individual interviews and focus group discussions (see Table 3).

Processing and analysis of the information collected via desk review, interviews, discussion groups and field visits started towards the end of the field mission. At the end of the mission, the evaluation team tabulated its initial findings and the related sources of the findings, criterion by criterion, so that reliability of sources and consistency between sources and methods could be briefly inspected, discussed and validated by the team and the task manager.

⁷ While the team operated under time constraints, it was suggested that it briefly visit communities in the same agro-ecological zones that have not benefited from UNDP interventions to compare differences.

CHAPTER 2

NATIONAL DEVELOPMENT CONTEXT

2.1 COUNTRY CONTEXT AND DEVELOPMENT CHALLENGES

This chapter is not expected to provide an exhaustive account of development issues in Ghana. It focuses on themes of relevance for UNDP. Some supporting figures and tables have been placed in Annex 2.

GEOGRAPHIC AND DEMOGRAPHIC BACKGROUND

Ghana is situated in West Africa, bordered by Togo in the east, Burkina Faso in the north, Côte D'Ivoire in the west and the Gulf of Guinea in the south. The country covers 227,540 square kilometres, with tropical vegetation dominating the south and savannah vegetation being typical in the north. The eastern part of the country contains the expansive Volta river system and the Volta hydro-electric scheme, which provides an estimated 70 percent of Ghana's power.

Just over 18 percent of the land is arable⁸, with a significant proportion of the country's food produced in the northern regions. Cocoa is Ghana's main cash crop and grows predominantly in the southern half of the country. Mining activities, illegal logging and use of outdated farming methods are depleting Ghana's indigenous forests. The percentage of land covered by forest declined from 32.7 percent in 1990 to 23.2 percent in 2007.⁹ Situated on the Atlantic Ocean, Ghana has access to fishing resources, but fish stocks are diminishing.¹⁰

Ghana is endowed with abundant mineral resources in the form of gold concentrated in the Ashanti Region and the Western Region, diamonds, manganese and bauxite. Illegal small-scale gold mining is rife, leading to environmental degradation and posing a safety risk to individuals engaged in such activities. The discovery of oil and gas deposits off the coast of the Western Region is expected to generate substantial revenues for the government. The Jubilee Oilfield that is expected to go into production in 2011 has confirmed reserves of 490 million barrels and revenues from oil are estimated at 6 percent to 7 percent of Ghana's Gross Domestic Product (GDP).¹¹

Ghana's population in 2008 stood at 23,350,927 and the growth rate is declining. World Bank figures indicate that the annual population growth was 3.12 percent in 1960, with definite signs of a downward trend from 1980 onwards (2.42 percent) to 2.17 percent in 2008. This slowing down is associated with the decline in the fertility rate. The fertility declined from 6.75 in 1960 to 4.68 in 2000 and was 4.0 in 2008. The demographic profile of Ghana reflects a youthful population, with 38.7 percent being under the age of 15 years in 2008. The percentage of the population 65 years and above has been increasing gradually since 1980 (2.83 percent) to 3.31 percent in 2000 and 3.59 percent in 2008. The proportion of females in the population has remained constant since 1960, at an average of 49.5 percent over the period.¹² There has been a steady

⁸ World Bank Indicators 2009.

⁹ Ibid.

¹⁰ Seventeen fish species were identified as threatened in 2008: World Bank Indicators.

¹¹ IMF Article IV Consultation, August 2009.

¹² Ibid.

process of urbanization – in 1980, 68.8 percent of the population was rural, compared to 49.8 percent in 2008.

POLITICAL AND INSTITUTIONAL CONTEXT

Ghana gained independence from Great Britain in 1957 and was the first country in sub-Saharan Africa to achieve independence. The country's immediate post-independence democracy was fragile and interspersed with military interventions between 1966 and 1992. Ghana has made progress in democratic governance since the adoption of multiparty democracy and promulgation of the 1992 Constitution. From 1992 to 2008, the country has been through five successful elections and handing over of power to another political party on two occasions. The 2008 election brought a very close result and the peaceful change of power from one political party to another is evidence of an increasingly stable democracy. Ghana was the first country to volunteer for the African Peer Review Mechanism (APRM) of the New Partnership for Africa's Development (NEPAD) in 2003.

Ghana has an executive president elected by universal suffrage every four years who serves a maximum of two terms. The President appoints the Cabinet and these appointments are approved by the legislature, which is a single chamber with 230 parliamentary seats. The three main arms of government are the executive, the legislature and the judiciary. Institutions aimed at strengthening democracy include the Electoral Commission, the Commission for Human Rights and Administrative Justice and the National Commission for Civic Education (NCCE). Ghana also has a National Media Commission for promoting responsible political journalism among the free press. The country is divided into 10 administrative regions and the 10 Regional

Coordinating Councils, each headed by a Regional Minister, are responsible for coordination of services from the centre. Regional Coordinating Councils do not have service delivery functions. The next level of government is at the district level where District Assemblies are elected every four years. There are 170 districts in the country.

Civil society. Ghana has an active civil society with widespread participation of citizens at the community level. Organized civil society, however, has weak structures and operates with limited financial and technological resources at its disposal. Many organizations are dependent on foreign funding. Although civil society operates in a free political environment and increasingly has access to the government, it is severely constrained by its limited resources. Civil society organizations (CSOs) tend to be concentrated in urban areas where infrastructure is better. Civil society has managed to influence policy issues, for example, the privatization of water, and play an important role in the provision of basic services to poor communities. They have been less influential in holding the government and the private sector to account.¹³ Draft legislation governing NGOs has been developed but finalization of the bill has stalled.

Challenges for democratic governance. While Ghana has made progress in the area of governance over the past 15 years, there are challenges, which, if not addressed, could undermine the gains made.

- There are a number of local conflicts or disputes relating to issues of chieftaincy, land, access to and distribution of resources such as gold, diamonds and timber, and inter- and intra-religious intolerance. Over the past ten years, there have been about 23 serious and complex conflicts¹⁴, the most prominent of these being the Dagbon Chieftaincy

¹³ Akosua Darkwa, Nicholas Amponsah and Evans Gyampoh, 'Civil Society in a Changing Ghana: An Assessment of the Current State of Civil Society in Ghana', CIVICUS/GAPVOD, Accra, June 2006.

¹⁴ UNDP Ghana, 'Draft Evaluation Report of the Conflict Prevention and Resolution Portfolio', November 2009.

crisis. Localized disputes have the potential to escalate into larger conflicts.

- Ghana has experienced a proliferation in small arms over the past 15 years. This proliferation has a number of sources, including leakages from government stocks accrued during the coup d'états experienced by the country, smuggling from neighbouring countries in the West African Region, and the illegal manufacturing of guns by local blacksmiths across Ghana. A baseline study commissioned by UNDP in 2002 found that there were an estimated 220,000 small weapons held by civilians in Ghana, of which 57 percent were not registered. Local blacksmiths produce one third of these weapons.¹⁵
- Access to justice remains a major challenge for poor people in Ghana. There are serious delays in the justice system as evidenced by the large number of remand prisoners whose warrants have expired.¹⁶ Not only is justice unduly delayed, but also, prisons are congested and conditions are inhumane. Historically, coordination among key institutions in the justice system has been weak.
- The Ghanaian public sector has undergone a series of reforms over the past ten years. While there have been improvements in areas such public financial management, the reforms to date fall short of what is required if Ghana is to achieve its goal of becoming a middle-income country. Capacity of ministries, departments and agencies for consistently planning and implementing the vision for development is a serious challenge. There is a lack of comprehensive and reliable statistical data production on all levels.

- There have been steady gains in women in administrative leadership positions in the judiciary, for example: the Chief Justice is a woman; women constitute 29 percent of Supreme Court Judges and 25 percent of High Court Judges; and 24 percent of Chief Directors are women. The percentage of women in Parliament, however, declined from 11 percent to 9 percent following the 2008 elections.¹⁷ Gender disparities persist in many areas of social and economic activity.
- Corruption continues to be a challenge though the Corruption Perception Index (CPI) for Ghana has improved since 2003.¹⁸

ECONOMIC CONTEXT

Macro-economic performance. Ghana's economic reform commenced with the Economic Reform Programme (ERP) in 1983, with the objective of shifting Ghana from a state-controlled economy to a market-driven economy. This was followed by structural adjustment programmes and Vision 2020, the latter setting the framework for Ghana to become a middle-income country. Ghana's GDP growth fluctuated in the 1990s, and shows signs of stability from 2000 onwards. The annual growth rate for 2008, at 7.3 percent, is the highest in nearly two decades. The government has, however, revised its growth forecast for 2009 to 4.7 percent to take into account the effect of the global financial crisis and high international oil and food prices. The agriculture sector, which contributes about a third of GDP, has historically been the major source of GDP growth. The government has made efforts to reduce inflation and it has gone down

¹⁵ Santuah, Niaga F., 'Progress Report on the UNDP Small Arms and Light Weapons and the Armed Violence, Small Arms Reduction and Human Security Projects', September 2007.

¹⁶ According to a report submitted to the High Level Dialogue, on 31 January 2010, there were 13,586 prisoners, of whom 3,654 were on remand. A total of 1,643 (or 45 percent) of those on remand have expired warrants. Eight hundred eighty-three prisoners have spent three years or more in custody.

¹⁷ Government of Ghana, 'Implementation of the Growth and Poverty Reduction Strategy 2006 –2009', 2008 Annual Progress Report, National Planning and Development Commission, September 2009.

¹⁸ Transparency International 2009 measures Ghana's CPI as 3.9; it was 3.3 in 2003.

¹⁹ IMF Article IV Consultation, Ghana, August 2009.

since 2000. In 2008, however, inflation increased, partly due to the high crude oil and international food prices. The 2008 inflation rate of just over 16 percent is well outside the target range of 6 to 8 percent set in the 2008 National Budget (Table 4; see also Figure A2, Annex 2).²⁰ The need to stabilize the economy challenged by high inflation in 2008 may also have been a factor in the revision of the growth forecast.

for a three-year arrangement under the Poverty Reduction and Growth Facility in 2009 to restore macro-economic stability with conditionality focusing on tax policy, revenue administration, public finance management and a comprehensive public sector reform programme to modernize the public service and reforms to the energy sector, especially in the underpricing of electricity and petroleum products.²¹

Table 4. Ghana's Key Economic Indicators 2000–2008

Economic indicators	2000	2001	2002	2003	2004	2005	2006	2007	2008
GDP growth (% annual)	3.7	4	4.5	5.2	5.6	5.9	6.4	5.7	7.3
GDP (current \$) millions	4,978	5,310	6,160	7,625	8,872	10,721	12,723	14,943	16,654
GDP per capita (\$)	254.8	265.4	300.8	363.8	413.8	489.1	568.1	653.3	713.1
GNI per capita (current \$)	900	940	980	1030	1090	1180	1290	1330	1320
Inflation, consumer (average annual)	25.2	32.9	14.8	26.6	12.6	15.1	10.9	10.7	16.5
External debt, total (current \$ million)*	..	..	..	..	..	6,347.8	2,176.5	3,590.4	3,982.6
Budget deficit (as % GDP)*	..	..	..	..	..	2.7	4.9	9.3	14.9
Military spending (% of GDP)	1.02	0.60	0.59	0.69	0.63	0.59	0.59	0.84	0.68

Source: World Bank Indicators 2009; *Source: GPRS II Progress Report 2008, Government of Ghana

Poverty reduction and growth facility is renewed.

Confident with the direction of the country's economic performance, the government decided not to renew the IMF Poverty Reduction and Growth Facility when it expired in 2006. Although Ghana recorded steady growth in GDP over nearly two decades, the budget deficit increased since 2005 and was as high as 14.9 percent of GDP in 2008. The deficit is largely attributed to significant increases in public spending for capital investment in thermal energy, power subsidies and salaries for public servants, and on the other hand, reduced revenue because of the global economic recession. The IMF approved the government's request

Revenues from oil production.

Ghana stands to benefit from oil production that will commence in 2011. Production from the Jubilee field is projected to peak over a five to six year period and then decline. The government recognizes that oil production – and consequently oil revenues – will have a limited life span.²¹ The challenges associated with natural resources such as oil in developing countries are well documented. In Ghana, there is evidence of very high expectations by the public, in particular by young people, that they will benefit directly or indirectly from the revenues and opportunities generated by the oil industry. The challenges for the

²⁰ Government of Ghana, 'Implementation of the Growth and Poverty Reduction Strategy 2006–2009', Annual Progress Report, National Planning and Development Commission, September 2009.

²¹ IMF Article IV Consultation, Ghana, August 2009.

²² According to IMF Article IV Consultation, August 2009, the Jubilee Oil Field has proven reserves of 490 million barrels and other oil fields have projected reserves of 1.5 billion barrels. There is no definitive information on quantities of gas for export. Revenue from oil to government is estimated at six to seven percent of GDP.

government are: how to manage the expectations of Ghanaians; sound economic governance of oil revenues; ensuring that oil does not displace investment in other development priorities; and preventing conflicts in the Western Region. The government is developing policies and legislation to ensure transparency in the collection and use of oil revenues. The government has developed a draft policy on local content and local participation to ensure that Ghanaians benefit through employment or provision of services to foreign

the HDI of 0.495 in 2000. GDP per capita, improved gross school enrolments and increases in the adult literacy rate are reflected in the improved HDI of Ghana. Life expectancy at birth declined slightly between 2000 and 2007. Ghana's HDI is the second highest in the West Africa region. Cape Verde (HDI at 0.708) and Nigeria (HDI at 0.511) are only other West African countries in the medium development category. Table 5 presents Ghana's HDI-related data for 2000 and 2007.

Table 5. Ghana Human Development Index 2000 and 2007		
	2000	2007
Human Development Index	0.495	0.526
GDP per capita, Purchasing Power Parity (constant 2007 international \$)	1075	1334
Life expectancy at birth (years)	57.9	56.5
Adult literacy rate (%)	57.9	65.0
Gross school enrolment (%)	46.2	56.5

Source: UNDP HDI Update 2008

companies in the oil and gas sector and has been consulting local communities in the coastal districts of the Western Region. The government has also released the proposal document that serves as the basis for the Ghana Petroleum Revenue Management Bill and has requested inputs on the document from citizens. Part of the motivation for the Poverty Reduction and Growth Facility renewal is to create space for the government to dedicate oil revenues to poverty reduction, rather than have these revenues diverted to unproductive recurrent spending.

HUMAN DEVELOPMENT CONTEXT AND MILLENNIUM DEVELOPMENT GOALS

Ghana is categorized as a medium development country with a Human Development Index of 0.526 and ranked 152 out of 182 countries measured. This represents an improvement over

Progress on achieving the MDGs. The MDGs are well integrated into Ghana's overarching national strategy – GPRS II – and the government has made a concerted effort to achieve them. One of the challenges in assessing overall progress in attaining the MDGs is the accuracy and timeliness of data, a matter that is receiving attention from the government, with support from UNDP. Ghana's progress towards attainment of the MDGs is on a positive trajectory, with areas for improvement. There has been good progress on goals relating to poverty and primary education, while progress on the goal of maternal health has been slow. There are still disparities between regions and gender. In the case of 'halving extreme poverty', although there have been significant reductions in the proportion of people in extreme poverty, there are large regional disparities, with the northern regions having higher proportions of people living in extreme poverty.

²³ UNDP, 'Human Development Report', 2009.

The global recession that, among other things, reduced remittances to Ghana, and the increase in the price of food and oil imports have slowed down progress in poverty reduction. Ghana's progress with achievement of the MDGs is discussed in greater detail in Annex 2, while Table 6 provides the status of progress at a glance, based on the MDG reports prepared by the Government of Ghana with the support of UNDP.

2.2 NATIONAL DEVELOPMENT STRATEGIES

Growth and Poverty Reduction Strategies.

Ghana has been striving since independence to achieve national prosperity. Starting with Vision 2020 in 1994, Ghana embarked on the road towards middle-income status. Table 7 shows the national strategies pursued by the Government of Ghana since 1994. Goals of the various strategies

Table 6. Ghana's Progress Towards the MDGs			
Goals	Goal description	2006 Assessment	2008 Assessment
Goal 1 Extreme poverty and hunger	Halve the proportion of people below the national poverty line by 2015	Achieved	Achieved
	Halve the proportion of people who suffer hunger	Potentially	Potentially
Goal 2 Universal primary education	Achieve universal access to primary education by 2015	Probably	Potentially
Goal 3 Gender equality	Eliminate gender disparity in primary and junior secondary education by 2015	Probably	Probably
	Achieve equal access for boys and girls to senior secondary education by 2015	Probably	Probably
Goal 4 Under-five mortality	Reduce under-five mortality by two thirds by 2015	Unlikely	Probably
Goal 5 Maternal health	Reduce maternal mortality by three quarters by 2015	Lack of data	Unlikely
Goal 6 HIV/AIDS and Malaria	Halt and reverse the spread of HIV/AIDS by 2015	Potentially	Potentially
	Halt and reverse the incidence of malaria	Lack of data	Probably
Goal 7 Environmental sustainability	Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources	Unlikely	Unlikely
	Halve the proportion of people without access to safe drinking water by 2015	Probably	Achieved
	Halve the proportion of people without improved access to sanitation by 2015	—	Unlikely
Goal 8 Global partnership for development	Deal comprehensively with debt and make debt sustainable in the long term	Potentially	Potentially

Source: Ghana Millennium Development Goals Reports for assessments of 2006 and 2008.²⁴

²⁴ The 2008 MDG report was finalized in April 2010. Most of the assessment is based on 2008 data, but includes 2009 and 2010 data where available.

Table 7. Ghana's Growth and Poverty Reduction Strategies 1994–2009

	Vision 2020 and National Development Plan 1996–2000	Interim Poverty Reduction Strategy 2000–2002	Ghana Poverty Reduction Strategy (GPRS I), 2003–2005	Growth and Poverty Reduction Strategy y (GPRS II), 2006–2009
Goal	By 2020, Ghana will have achieved a balanced economy and a middle-income country status and standard of living	As for Vision 2020	Sustainable equitable growth, accelerated poverty reduction and protection of the vulnerable and excluded within a decentralized, democratic environment	To attain middle income status (with a per capita income of at least \$1,000) by the year 2015 within a decentralized, democratic environment
Thematic priority areas	<ul style="list-style-type: none"> • Economic growth • Human development • Rural development • Urban development • Enabling environment 	<ul style="list-style-type: none"> • Social sector policies and expenditures • Agriculture growth and development • Cocoa sector • Infrastructure • Environment • Private sector and entrepreneurial development • Governance, financial management and anti-corruption 	<ul style="list-style-type: none"> • Economic stability • Production and sustainable livelihoods • Human development and basic services • Support of the vulnerable and excluded • Good governance and increased capacity of the public sector • Private sector involvement 	<ul style="list-style-type: none"> • Private sector competitiveness • Human resource development • Good governance and civic responsibility

have remained relatively constant, with shifts in emphasis and priority thematic areas, and enhanced level of precision: whereas Vision 2020 and the Interim Poverty Reduction Strategy had little detail on programming and budgets, the later strategies developed detailed frameworks and costing.

The political goal of achieving status as a middle-income country by 2015 became ‘the overarching goal of Ghana’s current socio-economic development agenda.’²⁵ GPRS II (2006–2009) explicitly made economic growth an essential objective and driver of development by ‘symbolically’²⁶ changing the name of the strategy to: ‘Growth and Poverty Reduction Strategy’. The planned

increase in economic growth was to be led by the agricultural sector due to its growth potential, its importance for a structural economic transformation into industrial development and its impact on food security and poverty reduction.

Private sector development has been a strategic focus area since GPRS I and resulted in the Private Sector Development Strategy I (2004–2008), in 2004. With GPRS II, however, the emphasis shifted to the rural private sector and its capacity building and employment creation together with continued decentralized planning and capacity development for strengthened local governance regionally and on district level. The 2009 concept for a new Private Sector Development

²⁵ Government of Ghana, ‘Growth and Poverty Reduction Strategy (GPRS II) 2006–2009, National Development Planning Commission, Accra, November 2005.

²⁶ Ibid, page vi.

Strategy II: ‘A Thriving Private Sector, Creating Jobs and Enhancing Livelihoods for All’, aims at overcoming the challenges of decentralization in supporting the private sector.

A particular challenge for the government is the North-South disparities in Ghana. The government has increasingly focused on this national divide through initiatives to enhance sustainable development in the Northern Savannah ecological zone, in particular setting up in 2009 the Savannah Accelerated Development Authority (SADA) to coordinate the implementation of the Northern Savannah Development Initiative (NSDI).

Ghana’s good governance agenda. Ghana’s poverty reduction strategies (GPRS I and GPRS II) recognize that accelerated economic growth for poverty reduction requires continuous improvement in governance. The Government of Ghana has placed due emphasis on promoting good governance and civic responsibility in its poverty reduction strategies. Some of the key strategies adopted by the government include: strengthening Parliament; ensuring free and credible elections; affordable access to justice; increasing capacity of the public and civil service; fighting corruption and economic crimes; promoting civic responsibility and civic advocacy; improving internal and external security; and empowering women.

Environmental and energy strategies. There has been a consistent attempt by the government to ensure sound policy and strategy framework for the environment and energy sectors over the past two decades. The GPRS II is clear on key national strategic priorities for the environment and energy sectors. The environment is categorized as a crosscutting issue to be mainstreamed into all national sectors. Strategies identified for the environment include: (i) stemming land degradation and regulating the impact of climate

variability/change; (ii) an efficient and accessible industrial and domestic waste management system; (iii) integrated ecosystem management as well as human-centred biodiversity conservation initiatives; (iv) use of environmentally friendly technologies and practices; (v) laws and law enforcement to protect the environment; and (vi) development of multi-agency approach to enhance resource management and the environment.²⁷

The national energy sector strategy culminated in a report, ‘An Energy Road Map for Ghana’, submitted to the government in 1998 and resurrected the process of identifying an energy policy framework for Ghana.²⁸ The Energy for Poverty Reduction Plan (EPRAP) was developed by Ghana to facilitate the implementation of GPRS II. It was also intended to ensure that energy is integrated more fully (mainstreamed) in the development process from the outset.

Expenditure on national development strategies. GPRS II makes provision for tracking of resource allocations and expenditures to the priorities of the strategy. In 2008, a total of \$2.75 billion was released for the implementation of GPRS II. The government accounted for just over 62.2 percent, while development partners provided the rest. In terms of the three priority thematic areas of GPRS II, over 55 percent of resources were released for private sector competitiveness. This thematic area covers a broad spectrum of economic-sector activities including the modernization of agriculture, transport infrastructure and energy supply (see Figure A3, Annex 2).

Spending on poverty reduction. In 2009, the government spent 1.272 billion cedi on poverty reduction, representing 26.8 percent of total government expenditure for that year. However, this is down from the 34.8 percent spent in 2006 (Table A5, Annex 2). Basic education

²⁷ GPRS II, p.33.

²⁸ Government of Ghana, ‘Strategic National Energy Plan 2006–2020’, Energy Commission, Accra, July 2006.

has enjoyed the largest percentage of poverty reduction expenditure since 2006. Other poverty expenditure (which includes a broad spectrum of social welfare, population management, rural housing, environmental protection and disaster management, governance, public safety, human rights, skills development and HIV/AIDS), in most years constitutes the second largest category of poverty reduction expenditure.

In 2009, 54.3 percent of poverty reduction expenditure went to basic education, with primary health care and other poverty expenditures each comprising about 18 percent of poverty reduction expenditure. Rural water accounted for only 0.5 percent of poverty reduction expenditure, continuing the downward trend in its share of expenditure. Expenditure on rural electrification also shows a downward trend in its share of poverty reduction expenditure (Figure A4, Annex 2). Rural electrification in 2009 constituted 25 percent of energy sector expenditure, compared to 98 percent in 2006.²⁹

2.3 INTERNATIONAL COOPERATION IN GHANA

ODA flows. The economy of Ghana has for many years been heavily influenced by the high level of Official Development Assistance (ODA) received. Although Ghana has since the 1990s received steady flows of ODA, there has been an increase in net disbursements of ODA since 2001. Total ODA between 2000 and 2008 was just over \$9 billion, an average of \$1 billion a year (Figure A5, Annex 2). This constitutes 8.5 percent of Ghana's Gross National Income (GNI). ODA creates special opportunities for development but also puts considerable strain on the administrative and planning capacity of the government. Therefore it has been of special

importance for the government to strengthen the national framework for receiving ODA and actively participate in the international drive for increased aid effectiveness as seen by the 2008 'Accra Agenda for Action' (AAA), elaborating the Paris Declaration principles.

Of Ghana's many development partners, the main ones in terms of financial contributions in excess of \$50 million are the United Kingdom, the Netherlands, United States, Denmark, Canada, Germany and Japan (bilaterals) and the World Bank, the European Commission and the African Development Fund. The United Kingdom is the largest bilateral donor, contributing 11.7 percent of net ODA disbursements. New development partners include China, Brazil, India, South Korea and South Africa.

Harmonization through the Multi-Donor Budget Support (MDBS). A core group of development partners initiated the MDBS in 2003, with the objective of harmonizing disbursements of budget support to assist with the implementation of GPRS I and to create incentives for accelerating the implementation of reforms. Reducing transaction costs is also an objective of the MDBS. Eleven development partners are signatory to the MDBS and four (including UNDP) have observer status.³⁰ MDBS payments are divided into base payments (for predictability of aid flows) and performance payments that are linked to the government achieving policy triggers defined in the Performance Assessment Framework.

MDBS disbursements have been constant over the period, but their proportion of total ODA disbursements in Ghana has been declining since its peak in of 33.02 percent in 2006 to 25.72 percent in 2008.³¹ The MDBS is the government's

²⁹ Government of Ghana, 'Implementation of the Growth and Poverty Reduction Strategy 2002–2009, 2008 Annual Progress Report', National Development Planning Commission, Accra, 2009, p.184.

³⁰ Signatories are the Netherlands, DFID, Denmark, Germany, European Commission, World Bank, France, Switzerland, Canada, Japan and the African Development Bank. Observers are UNDP, UNICEF, IMF, USAID.

³¹ Government of Ghana, 'Multi-Donor Budget Support in Ghana: Background Information', Ministry of Finance and Economic Planning, Accra, December 2009.

preferred modality for the delivery of aid as it increases predictability of aid flows, reduces transaction costs and gives the government ownership in the design and delivery of programmes. The Overseas Development Institute (ODI)-CDD evaluation of the MDBS found that the impact of the MDBS was most noticeable in the education sector which received significant increases in budget allocation, while the effects in the health sector were not as discernible.

In the area of governance and democratic accountability, the MDBS contributed to modest improvements in access to justice, increasing attention to prison congestion, issues of women and children, and creating access for civil society and the private sector to input to budget processes. The evaluation, however, found that the MDBS had little impact on other critical issues – little progress on administrative, financial and political decentralization.³² Other studies suggest that there are tensions inherent in MDBS, but the government and development partners do manage to negotiate these.³³ Notwithstanding these tensions, the overriding benefit of the MDBS is that, with the predictability of aid flows, the government is better placed to plan and drive the development agenda.

Harmonization through the Ghana Joint Assistance Strategy (G-JAS). A group of 16 development partners (including the United Nations) signed the G-JAS in 2007, with the intention of improving alignment of development assistance with Ghana's development priorities and serving as a framework for the Paris Declaration. The G-JAS is not a legally binding instrument. In 2009, an independent mid-term review of G-JAS recommended that while the strategy does have merit, development partners

should be guided by the government's preferences and the National Aid Policy that is being developed by the government.³⁴ The review noted areas where cooperation had increased and areas requiring further attention, for example, the running of parallel evaluation missions.

United Nations System in Ghana. There are 13 United Nations organizations and funds with full presence in Ghana including: UNDP, United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), Joint United Nations Programme on HIV/AIDS (UNAIDS), UNHCR, World Food Programme (WFP), World Health Organization (WHO), United Nations Industrial Development Organization (UNIDO), the International Labour Organization, the World Bank, the International Monetary Fund, and the International Finance Cooperation. Seven non-resident agencies maintain project-level presence in the country. The Resident Representative of UNDP is the Resident Coordinator for the United Nations system in Ghana and a small coordination unit is located within the office of the Resident Coordinator.

The United Nations Development Assistance Framework (UNDAF) is the primary vehicle for coordination within the United Nations system as it provides for common programming. The United Nations system in Ghana has been through three UNDAF cycles, the last one being UNDAF 2006–2010, which was extended by one year to align with the government's planning cycles. The current UNDAF is based on the 2004 Common Country Assessment and hence heavily influenced by GPRS I. Underpinning the six pillars of UNDAF is an emphasis on addressing disparities at district

³² ODI and CDD-Ghana, 'Joint Evaluation of Multi-Donor Budget Support to Ghana', June 2007.

³³ Center for Policy Analysis, 'Multi-Donor Direct Budget Support in Ghana: Implications for Aid Delivery and Aid Effectiveness', Issues Paper 11, Accra, 2005.. See also Cavalcanti, C., 'Reducing Transaction Costs of Development Assistance: Ghana's Multi-Donor Budget Experience from 2003–2007', Research Working Papers, World Bank, April 2007.

³⁴ Cox, M, and McCarthy, M, 'Ghana Joint Assistance Strategy Mid-Term Review', Report, 30 November 2009. At the time of the ADR development partners had not made a formal decision on the report.

level. The six strategic pillars of UNDAF are:

1. Fulfilling right to health for those in most deprived districts.
2. 100 percent gross enrolments and gender equity in enrolment, retention and completion in basic education.
3. Increased productive capacity for sustainable livelihoods.
4. Strengthened national response to HIV/AIDS.
5. Effective data management information system for informed planning, budgeting, M&E processes at all levels.
6. Enhancing good governance.

Coordination of the implementation of UNDAF is done through United Nations thematic groups and their engagement with counterpart government groups. UNICEF, WFP, WHO, UNFPA, the United Nations Department of Safety and Security and the Office for the Coordination of Humanitarian Affairs all have sub-offices in Tamale, the capital of the Northern Region.

2.4 DEVELOPMENT ISSUES AT THE REGIONAL LEVEL

Poverty is the major challenge in West Africa.

The 15 countries that make up the Economic Community of West African States (ECOWAS) are among the poorest in the world, with more than 50 percent of the population living below \$1 per day.³⁵ Twelve out of the 15 countries in this region are ranked as low development (with HDI scores below 0.5), with Niger at the bottom of 182 countries ranked in 2007 Human Development

Indicators.³⁶ Social and economic infrastructure is underdeveloped, making it difficult for these countries to improve their economies and reduce poverty. While these problems also afflict Ghana, the country generally fares better than its neighbours in the subregion and attracts inflows of people from other countries in the subregion.

Political instability in West Africa. Ghana is situated in a subregion characterized by political instability. An estimate by ECOWAS in 2003 suggested that two thirds of people in the West Africa region live in countries afflicted with conflict.³⁷ Conflicts in Sierra Leone and Liberia have created large refugee populations in other countries in the region, including Ghana. The aftermath of conflicts in Liberia is still very much visible in Ghana through major refugee camps, housing 30,000–40,000 people. Displacement of such large numbers places a burden on recipient countries as well as on source countries. For the refugees it means living under precarious conditions for many years and suffering exploitation, poverty and related ill health.

Trans-boundary criminal activities. Porous borders in the West Africa region, together with weak state capacity, facilitate trans-border criminal activities. Smuggling of goods such as cocoa, ivory, petroleum, timber and diamonds is prevalent along the borders of the subregion. Drug trafficking, human trafficking and trafficking in illicit small arms and light weapons all serve to undermine governance and stability in the region. Predominant cross-border crimes are smuggling of natural resources, illicit small arms, and drugs trafficking.³⁸

Regional environmental challenges. Desertification is a major environmental challenge in the West Africa region. Human activity

³⁵ ECOWAS and West African Economic and Monetary Union, 'Regional Integration for Growth and Poverty Reduction in West Africa: Strategies and Plan of Action', Abuja and Ouagadougou, December 2006.

³⁶ UNDP, 'Human Development Indicators Update', 2008.

³⁷ ECOWAS and West African Economic and Monetary Union, 2006.

³⁸ De Andres, A.P., 'West Africa under Attack, Drugs, Organized Crime and Terrorism as New Threats to Global Security', UNISCI Discussion Paper No.16, Madrid, January 2008.

and unreliable rainfall have resulted in the Sahel (the region south of the Sahara Desert) becoming increasingly arid. Within West Africa this is affecting food security resulting in people from the northern part of the region (Mali and Niger) moving south in search of food. Experts concur that West Africa is experiencing changes in climate, particularly changes in rainfall patterns. These changes have dire consequences for countries in the region, as agriculture in these countries is rain-fed. Changes in rainfall patterns are also linked to the floods that devastated cultivated areas in Ghana and Togo in 2008.

Development possibilities in the West African region. While the region has significant

development challenges, it also has enormous potential which can be achieved through improving governance, developing human capacities, enhancing economic competitiveness and improving the economic management of the region. ECOWAS was established 35 years ago to promote cooperation and integration in economic and social activities in West Africa, and ultimately to raise the living standards of everyone in the region. ECOWAS has demonstrated its ability to manage conflicts within the region and provide a capable peacekeeping force. It has developed a strategy for poverty reduction in the region and targeted regional programmes as part of the strategy. All Member States have ratified the Protocol on Free Movement of Persons, Residence and Establishments.³⁹

³⁹ Chambas, Mohamed I., President of ECOWAS Commission, Speech Delivered at a Training Workshop for ECOWAS Countries on Treaty, Law and Practice, Accra, 11 June 2008.

CHAPTER 3

UNDP RESPONSE AND STRATEGIES

3.1 UNDP'S STRATEGY AND COORDINATION WITH THE UNITED NATIONS SYSTEM

UNDP's evolving strategy. During the late 1990s, UNDP positioned itself as a key player in coordinating aid to Ghana. UNDP's coordination role was most evident in the thematic group on governance where the organization served as the secretariat. UNDP's strategy was to pilot initiatives for decentralized development, focusing most of its efforts at the district level, with limited linkage to 'upstream' policy.

Recognizing the limitations of this approach in the 1990s, UNDP modified it in the 2002–2005 programming cycle. Though it continued to pursue development of alternative models and catalytic projects at the district level, it aimed to link these types of activities with 'upstream' work such as strengthening the capacity of the government for policy analysis and policy formulation. It also sought to broaden its partnership with multilateral and bilateral development partners operating in Ghana. This programming cycle coincided with important events in Ghana, namely, the launch of Ghana Poverty Reduction Strategy I in 2003, half way through the first term of the New Patriotic Party (NPP) government. Development partners including UNDP participated in the formulation of GPRS I and committed to realigning their programmes with the strategy. The programming cycle also witnessed Ghana's voluntary signing up for the NEPAD African Peer Review Programme (APRM).

In the 2006–2010 programming cycle, UNDP continued with the strategy of the previous programming cycle, but aimed to place more emphasis on 'upstream' activities. It envisaged

itself as a knowledge-based organization providing a wide range of advisory services to its partners. UNDP sought to emphasize policy advice and national capacity building in support of GPRS II. Pilot projects continued to be part of the strategy to serve as vehicles for evidence-based policy development. There was a change in the government towards the end of the programming cycle, but UNDP has not shifted its strategy. GPRS II remains the framework for UNDP programming until the government revises or replaces its national development strategy. Towards the end of the cycle, UNDP corporately introduced its strategic plan 2008–2011, reaffirming the importance of strengthening national capacity to implement strategies.

Continuity and change in thematic programming. UNDP Ghana's thematic programming over the two programme cycles has undergone some changes. The governance thematic area and the environment thematic area have remained largely unchanged, except for the incorporation of elements of crisis prevention and recovery into the two areas. An important change in the 2006–2010 programming cycle is the splitting of the poverty reduction thematic area into strategic (economic) policy on the one hand and sustainable livelihoods and employment on the other. The former is intended to focus on 'upstream' work, while the latter focuses on 'downstream' projects that serve to inform policy, a connection which was not always evident before. In the second programme cycle, UNDP Ghana made more explicit the issue of strategic partnerships by introducing it as a crosscutting thematic area. UNDP's approach to strategic partnerships seeks to build coalitions for action around strategic issues facing the country, for example, human security, small-arms reduction and employment

promotion in the maritime sector. UNDP's strategic partnerships include those with the government, development partners, civil society and the private sector.

Planning instruments. During the period evaluated, UNDP approved two documents: the Second Country Cooperation Framework for 2002–2005 (CCFII) and the Country Programme Document 2006–2010 (CPD), with the Country Programme Action Plan 2006–2010 (CPAP). The CCFII and CPD were developed within the context of the UNDAF 2001–2005 and 2006–2010, respectively. The CCFII and the CPD follow the requirements set by UNDP at the global level. The CPD includes a results framework that links the programme to the relevant outcomes of the UNDAF and identifies some performance indicators. The CPAP, which has been agreed upon with the Government of Ghana, provides a more detailed narrative of the CPD. UNDP Ghana uses AWP's to detail specific results to be achieved by UNDP and its partners and serves as the basis for agreement between UNDP and each of its implementing partners. Table 8 summarizes different planning instruments as described above.

Coordination with the United Nations system takes place at various levels. The Resident Coordinator, with support from Heads of United Nations Organizations and Funds in Ghana,

is responsible for coordination of the United Nations system in Ghana. The coordination unit is staffed by two relatively junior staff, who focus on administrative aspects of coordination and the appointment of an international professional staff (Resident Coordinator Officer) was in process during the evaluation. The United Nations theme groups as set out in the UNDAF are platforms for discussing implementation of UNDAF and UNDP convenes the theme group on governance.

3.2 UNDP'S PROGRAMMES AND OFFICE ORGANIZATION

Transformation plan to address challenges. In 2009, the country office initiated a change management process to improve its efficiency and effectiveness. The pressures for change were both internal and external. On the external front, the trend was towards development assistance in the form of policy and programme advisory services and capacity development using national systems. This places increasing pressure on development partners including UNDP to change their approach if they are to remain relevant in Ghana. The country office also found it increasingly difficult to attract funds from traditional donors. An internal review found that the organizational structure of the office was not aligned to the changing demands placed on it, and that business processes were not efficient. The office structure

Table 8. UNDP Ghana Planning Instruments		
Scope	Instruments	
	2002–2005	2006–2010
UNDP corporate strategies	Multi-Year Funding Framework 2000–2003 and 2004–2007	UNDP Strategic Plan 2008–2011
United Nations system in Ghana	Common Country Assessment 2000 United Nations Development Assistance Framework for Ghana 2001–2005	Common Country Assessment 2004 United Nations Development Assistance Framework for Ghana 2006–2010
UNDP Ghana with Government of Ghana	Second Country Cooperation Framework for Ghana, 2002–2005	CPD 2006–2010 CPAP 2006–2010

and staffing profiles have not changed in any significant way since 2001.⁴⁰ The country office therefore decided to embark on a transformation process that would reposition UNDP Ghana as a provider of high-quality technical expertise and advice in support of strengthening national capacities for sustainable human development.

The transformation plan proposes changes to the structure of the country office and the reengineering of business processes. The changes to the structure aim to increase the proportion of programme staff capable of providing policy and programme advisory services and strengthening the M&E capacity of the office. The country office has streamlined some of the business processes, but deferred substantive action on the structure and reengineering, as a new Resident Representative was to take office later in 2010. One of the challenges for the implementation of the transformation plan is that it must be cost neutral, meaning that the country office cannot create new positions without abolishing existing ones of similar cost.

The staff profile at the time of the evaluation shows that 50 percent of staff are allocated to operations (finance, human resources, procurement, information technology) (Table 9). It should be noted that

Area	Number of people	Proportion of the total
Office of Resident Representative/RC	5	15%
Programme	12	35%
Operations	17	50%
Total	34	100%

* Fixed Term Staff
Source: UNDP Ghana (March 2010)

UNDP provides procurement and financial services to other United Nations organizations and funds in Ghana.

UNDP permanent presence in the north. UNDP projects are dispersed across the regions of Ghana, with a concentration of projects in the Northern Region. UNDP, however, does not retain a permanent physical presence in Tamale, the capital of the Northern Region, as do other United Nations organizations such as UNICEF and WFP. The country office is in discussion with the Regional Coordinating Council to secure suitable accommodation.⁴¹ This should address concerns raised by some implementing partners and development partners about the lack of a permanent UNDP office in the Northern Region and may help improve coordination among United Nations agencies in the region.

PROGRAMME PORTFOLIO IN THE TWO EVALUATED CYCLES

The definition of outcomes. The country office has kept the number of outcomes for its programme to a manageable number and the outcomes are aligned to UNDP's corporate thematic areas. The number of outcomes increased from nine in 2002–2005 to 12 in 2006–2010.⁴² The thematic area of poverty reduction and MDGs saw an increase in the number of outcomes from three to five. In the governance thematic area, the number of outcomes decreased from three to two. In 2006–2010, the crisis prevention and recovery thematic area was introduced into the programming with one outcome. This was absorbed into the governance thematic area, resulting in this area having three outcomes at the time of the evaluation. The environment thematic area has remained consistent with two outcomes over the two programme periods, though it has absorbed some aspects of crisis prevention and recovery.

⁴⁰ UNDP Ghana, 'Transformation Plan', Accra, November 2009.

⁴¹ UNDP has since secured project offices in the Northern Region, Upper East and Upper West Regions.

⁴² For the purposes of the ADR, ten outcomes were evaluated for 2006–2010. Two outcomes in the CPAP, namely, outcome 3 (diaspora contributions) and outcome 12 (sustainable water resource management) were excluded as there were no projects associated with these.

From 2002–2005, HIV/AIDS featured as a thematic area with one outcome; in the 2006–2010 programme cycle it was integrated into the Joint United Nations Programme on HIV/AIDS.

Rationalization of Annual Work Plans (AWPs). The country office has been through a process of rationalizing the number of AWPs. These documents were introduced in 2006 to serve as an agreement between UNDP and implementing partners on the specifics of projects or initiatives.⁴³ The number of AWPs proliferated over the period (Table 10), as there was one for each major project. The country office reduced their number by collapsing related projects into a single AWP. The motives were twofold, namely, to reduce the administrative burden of having a large number of AWPs, and to consolidate smaller related projects into larger projects that could potentially have better impact. The number of AWPs has declined since 2007 and by the end of the first quarter of 2010, the country office had finalized eight AWPs.

The rationalization of AWPs has reduced the time required to approve them. There is also the benefit of providing a forum for partners to discuss common strategic issues, explore synergies and take collaborative action. Under this rationalized system, there is one implementing partner for an AWP, while other partners with projects within that AWP are designated as responsible

parties. Responsible parties, however, access their project funding directly and not through the implementing partner, who are accountable for expenditure and the performance of their projects. A small number of partners have expressed concern about this ‘hybrid’ arrangement.

Changes in financial allocations to thematic areas. There have been some changes in the financial allocations to the different thematic areas (Table 11), though comparison is not easy as the structure of thematic areas is not identical over the two programme cycles. Assuming economic policy and sustainable rural livelihoods combine to form poverty reduction, 44 percent of funds were allocated to this thematic area in the second programme cycle, compared to 37 percent in the first one. Financial allocations to the governance thematic area reduced to 31 percent in the second programme cycle from 43 percent in the first, and allocations to environment reduced from 21 percent in the first programme cycle to 12 percent in the second. Strategic partnerships, which did not feature in 2002–2005, received 13 percent of financial allocations in 2006–2010. This reflects the importance the country office attached to the issue of building strategic partnerships for development. Some projects begin as strategic partnership projects, and once they are firmly established they are transferred to one of the other thematic areas.

	2006	2007	2008	2009	2010
Governance	7	10	6	4	3
Economic policy	3	3	3	1	1
Sustainable livelihoods	6	7	10	6	2
Environment and energy	4	4	3	2	1
Strategic partnerships	1	1	2	2	2
Total	21	25	24	15	9 ⁴⁴

Source: UNDP Ghana, March 2010

⁴³ Implementing partners are responsible for implementing the activities set out in the AWP. They may be government or non-government entities.

⁴⁴ At the time of the main mission, the 9th AWP was being finalized but was not presented to the evaluation team.

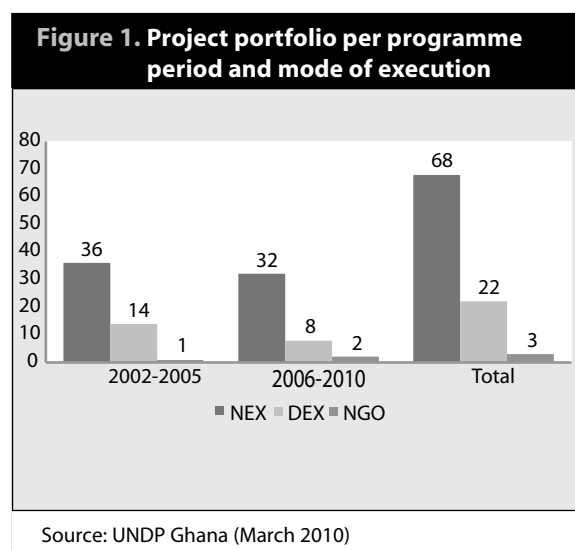
Table 11. UNDP Development Projects by Thematic Area			
2002–2005	Number	Financial Allocations	
		(\$ million)	(%)
Governance	12	15.9	43
Environment and energy	13	7.8	21
Poverty reduction	26	13.7	37
Total	51	37.4	100
2006–2010	Number	Financial Allocations	
		(\$ million)	(%)
Governance	11	20.6	31
Environment and energy	11	7.9	12
Economic policy	6	8.0	12
Sustainable rural livelihoods	10	21.8	32
Strategic partnerships	4	8.9	13
Total	42	67.2	100

Source: UNDP Ghana (March 2010)

Although the number of projects decreased in the second programme cycle, the financial allocation to projects nearly doubled (from \$37.4 million to \$67.2 million). This suggests that the average monetary size of projects increased. This is particularly true for projects in the poverty reduction thematic area: the average project size was \$526,900 in the first programme cycle, compared to \$1.862 million in the second. For the total portfolio, the average size per project increased from \$733,333 to \$1.6 million, suggesting that the country office has been consolidating its project portfolio.

National execution, that is, execution of projects by the government, has been the predominant execution modality for UNDP Ghana over the two programme cycles (Figure 1). However, an analysis of current 36 nationally executed (NEX)⁴⁵ projects on the country office system shows that direct cash transfers are made only to nine implementing partners (25 percent). The predominant form of payment is direct payment to vendors (75 percent), that is, the country office pays vendors and suppliers directly, rather than

transfer funds to the government (implementing partners) to make the payments. Some implementing partners in the government expressed frustration with the system of direct payments to vendors and felt that the system undermined their management of the projects. Other implementing



⁴⁵ NEX (for 'national execution') implies that projects are fully implemented by national authorities such as ministries or departments within ministries, semi-autonomous government institutions, regional or local authorities, including municipalities.

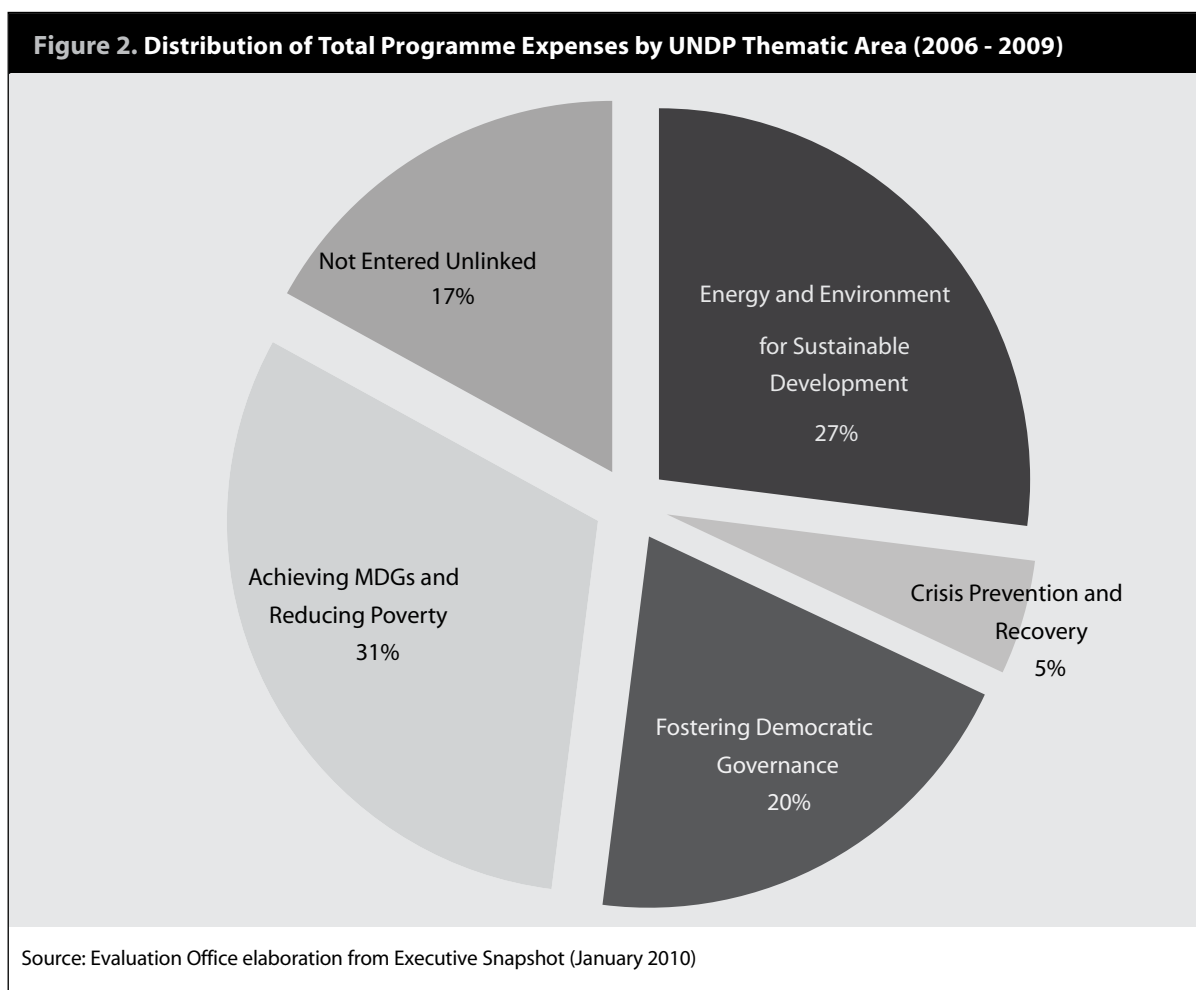
partners expressed preference for the country office to make direct payments as they believed that their own (national) systems were not efficient or robust.

The country office, on the other hand, has its own challenges, including incomplete documentation from implementing partners and downtime on the Atlas system. The country office has invested time in training implementing partners to understand the payment and procurement processes and documentation requirements.

Financial management of the country office. Total programme expenditure rose steeply in 2006 to over

\$14 million and stayed at this level for 2007 and 2008. There was a decline in expenditure in 2009. This decline can be attributed to delays in finalizing AWP's following the change in the government at the beginning of 2009. Information on the allocation of expenditures to UNDP thematic areas is shown in Figure 2. Programme expenditure for poverty reduction and MDGs was the highest of the thematic areas, followed by environment and governance.⁴⁶

Management expenditure as a percentage of total programme expenditure has increased since 2006, and reached 18 percent in 2009 (Table 12). This increase in proportion may be a reflection on



⁴⁶ There are discrepancies in the 2008 expenditure figures – the total expenditure figures do not balance with the thematic allocations. Caution should therefore be exercised in interpreting the data on thematic allocations. It should also be noted that there are sizeable GEF allocations included in the environment and energy portfolio.

Table 12. UNDP Ghana Execution and Management Expenditures

	2004	2005	2006	2007	2008	2009
A. Total Programme Expenditures(\$)	7,709	6,425	14,856	14,937	14,694	11,822
B. Regular Resources Expenditures(\$)	4,380	4,226	6,797	6,230	7,351	6,501
C. Management Expenditures(\$)	1,025	1,447	1,410	1,680	2,143	2,176
Execution Rate	58.5%	52.8%	99.0%	98.5%	84.9%	79.4%
Ratio of Management Expenditures to Total Expenditures (C/A %)	13%	23%	9%	11%	15%	18%
Ratio of Regular Resources to Total Expenditures (B/A %)	57%	66%	46%	42%	50%	55%

Source: UNDP Executive Snapshot, May 2010

Table 13. External Funds Mobilized by UNDP Ghana

	2002–2005		2006–2010 (\$ received as of March 2010)	
Bilaterals and Multilaterals	4,795,662	37%	12,967,951	38%
Global Environment Fund (GEF)	2,440,711	19%	10,577,000	31%
UNDP TTFs	1,882,255	15%	4,300,000	13%
Government of Ghana	1,550,000	12%	2,635,094	8%
Other Sources (trust funds and private sector)	894,234	7%	2,781,000	8%
Montreal Protocol (MP)	698,877	5%	516,000	2%
United Nations Organizations	570,000	4%	151,000	0%
Total	12,831,739	100%	33,928,045	100%

Source: UNDP Ghana (March 2010)

the lower-than-expected total expenditure in 2009. According to the country office Balanced Score Card, this management efficiency ratio requires monitoring.⁴⁷ The country office has improved its execution rate⁴⁸ significantly between the two programme periods as shown in Table 12. The execution rate peaked at 99 percent in 2006. However, it has declined to 79.4 percent in 2009, a reflection of delays in finalizing AWP.

External funds play an important role in country office's finances. UNDP Ghana's regular resources account for about 50 percent of total programme expenditures, and securing resources

from other sources is critical. The amount of external resources raised by the country office has increased over the second programme cycle to reach close to \$34 million, compared to \$12.8 million in the previous cycle (Table 13). Bilaterals and multilaterals remain the primary source of external funds (38 percent in 2006–2010), followed by the Global Environment Facility (GEF). The government's contribution is modest. The country office has increased the amount of funds from other sources (e.g., the private sector) and hopes to continue this increase through building strategic partnerships with non-traditional donors and the private sector.

⁴⁷ The Balanced Score Card is a UNDP corporate tool that measures the country office against six themes, namely, programme efficiency and alignment; support to UN reform and coherence; partnerships; programme and financial management; systems culture and accountability; people and knowledge management.

⁴⁸ Execution or deliver rate refers to expenditure as a percentage of budget allocation.

M&E and knowledge management are weak.

The change management process identified weaknesses in the country office M&E. Currently the office does not have a full-time person dedicated to this function. According to the Evaluation Resource Centre (ERC) website⁴⁹, UNDP had an evaluation plan in Ghana for 2006–2010 for a total of 15 evaluations, including nine to be completed between March 2008 and June 2010.⁵⁰ As of May 2010, a report was available for only one of them (Sustainable land management for mitigating land degradation) on the ERC website and almost all the others were overdue according to the plan.

Before 2008, a total of six decentralized evaluations were conducted by UNDP Ghana. Of these, according to the ERC website, only one (Sustainable land management for mitigating land degradation) had a management response, while management responses are always mandatory under the UNDP Evaluation Policy. The outcome evaluation of the Access to Justice project was very critical of the project's design and made substantial recommendations for improvement. In the absence of a formal management response, it is not clear to what extent the country office has implemented these recommendations and in general, it is not clear what use has been made for management decision purpose of the many evaluations conducted in Ghana. The quality of quarterly and annual reporting against AWP is highly variable and dependent on the capabilities of national counterparts.

The country office established a shared drive in late 2008 to house electronically the information on its programmatic work. As proven during the conduct of the ADR, the UNDP office found it very challenging to track and provide a number

of key documents relating to the programme, including AWP and project implementation progress documents. This was significantly beyond the problems commonly found in other UNDP offices. Moreover, the office has difficulties in tracking a considerable part of the documentation issued before 2006.

The lack of a common repository and the difficulties in tracking the documentation make accessing basic documentation and information problematic, with negative repercussions for the country office's ability to share knowledge internally and with its partners. The country office aspires to providing an excellent advisory service to its partners. It cannot achieve this without a good knowledge management system. While knowledge management goes beyond documentation, it cannot be performed meaningfully when the basics are not in place.

Communication. Although development partners and civil society are aware of the overall focus of UNDP, they are not necessarily familiar with the details of UNDP programmes, except for those where they directly engage with UNDP. The country office has identified the need for a strategic approach to its communication when it developed the transformation plan. Such an approach could enhance the profile of UNDP and promote greater awareness of its activities and initiatives and is necessary if UNDP wishes to garner political and financial support from partners. The country office has regular internal meetings among its units to promote information sharing and collaboration and is aware of the need to deepen this exchange of information and best practices.

⁴⁹ Available at erc.undp.org.

⁵⁰ According to the data available from the ERC, <http://erc.undp.org/evaluationadmin/manageplans/viewplandetail.html?planid=697>, these 15 evaluations have been rescheduled. At the time of the ADR, the evaluation plan linked to the CPD period included only nine evaluations.

Box 1: Summary of Findings on UNDP Country Office

- UNDP programming over the two programme cycles has been consistent with national priorities as articulated in GPRSI and the GPRSII. There have been some changes to programme content over the two programme cycles, but the broad thrust of UNDP interventions has remained consistent. In 2006–2010, there was a greater effort to connect ‘upstream’ activities with ‘downstream’ projects.
- UNDP is to a considerable extent dependent on external resources and on average over the last programme cycle mobilized 50 percent of its financial resources from external sources. The private sector and non-traditional sources of funds have been mobilized through building strategic partnerships.
- The country office is working on improving its overall efficiency and effectiveness. Execution rates have improved between the two programme cycles and consolidation of AWP’s has reduced delays in finalizing these plans. The delay in implementing the transformation plan has meant that substantive issues and filling of M&E post have been delayed.
- M&E and knowledge management in the country office are weak.
- External communication is not as effective as it could be and the country office has identified the need to adopt a more strategic approach to communication.

CHAPTER 4

CONTRIBUTION OF UNDP TO DEVELOPMENT RESULTS

PART A. ASSESSMENT BY THEMATIC AREA

This part analyses the relevance, effectiveness, efficiency and sustainability of UNDP Ghana's contribution against the expected outcomes of the CCF and CPAP (2006–2010). The expected outcomes are shown in Annex 4. UNDP's contribution to development results is discussed in broad terms, with selected projects illustrating progress made towards achieving the expected outcomes.

4.1 FOSTERING DEMOCRATIC GOVERNANCE

4.1.1 THEMATIC RELEVANCE

Relevance of objectives. The objectives of UNDP's interventions in the governance portfolio centre on strengthening the capacities of institutions that are critical for fostering democratic governance in Ghana. Some of these institutions are relatively young having been established or reformed after 1992, and their continued existence cannot be taken for granted. Examples of institutions supported by the UNDP include Parliament, the Electoral Commission, the National Commission on Civic Education (NCCE), the Commission on Human Rights and Administrative Justice (CHRAJ), the Judicial Service and the Ministry of Justice and Attorney General (MoJAG). New institutions to promote peace and security such as the Ghana National Commission on Small Arms (GNACSA) and the National Peace Council (NPC) have also benefited from UNDP support. UNDP's capacity development support covered small-scale infrastructure (systems), training, and access to

technical expertise to develop new policies or initiatives.

Relevance of approaches. Project design is broadly compliant with good practice, but there are gaps: UNDP has not used baseline studies to design projects, except in the case of conflict prevention and small-arms projects. By conducting a baseline study and tapping into the global experience of UNDP, UNODC and other partners in the field could have avoided the serious flaws in the design of the Access to Justice Programme. UNDP funding is not sufficient to meet the transformation needs of the institutions it supports. Although UNDP tries to focus its capacity development on training and technical advice, it is challenging to do so when these institutions have pressing needs for basic equipment, for example, telecommunication and computers. Democratic governance requires the active participation of the government, civil society and the private sector. UNDP governance projects are designed to focus on the government, which is to be expected given that the government is UNDP's primary partner. Involvement of civil society in the governance programmes has been problematic, primarily due to the state of the umbrella civil society organization. There is some private-sector involvement in governance through the Ghana Anti-Corruption Coalition.

4.1.2 EFFECTIVENESS

Access to Justice and Human Rights⁵¹

The Access to Justice and Human Rights programme has evolved from a number of discrete projects with a variety of implementing partners.

⁵¹ Outcome 6 of UNDP Country Programme 2006-2010.

The major implementing partners have been the Legal Aid Scheme (LAS); the Judicial Services (JS); Ghana Prison Service (GPS); MoJAG; and the Commission on Human Rights and Administrative Justice (CHRAJ).

UNDP initiatives have been instrumental in strengthening the capacities of justice and human rights institutions. Capacity development has been in the form of funding the development of training programmes and training of officials; technical assistance (consulting) to develop strategic plans for the implementing partners; infrastructure support (ICT); and printing of publications. Training in Alternative Dispute Resolution and human rights; and provision of infrastructure have been the dominant forms of capacity development provided by UNDP. Alternative Dispute Resolution is the cornerstone of the government's strategy to improve poor people's access to justice and this has been the focus of UNDP support between 2006 and 2009. Support for technological improvements to institutions such as CHRAJ and training of district officers has increased opportunities for poor people to have their human rights complaints dealt with expeditiously.

The Community Mediation Centres (CMCs) piloted by the LAS are showing potential to provide poor people, especially women, with access to justice. By the end of 2008, 26 CMCs were established in the 10 regions, 112 mediators trained in Alternative Dispute Resolution, 2099 cases received and over 1,300 settled. The majority of clients are women.⁵² However, CMCs are constrained by limited funding and lack of suitable permanent mediators. Alternative Dispute Resolution is undoubtedly a vehicle to

provide access to justice for the poor. However, given the constraints under which the CMCs operate, there is the real risk that the quality of their mediation services is compromised. The outcome evaluation of UNDP's Access to Justice and Human Rights programme raised concern that the emphasis on Alternative Dispute Resolution may be misplaced given the crisis in the justice system with the serious backlog in criminal cases and the large percentage of remand prisoners with expired warrants.⁵³ This concern has since been overtaken by the High Level Dialogue that has prioritized the issue of remand prisoners. UNDP has been instrumental in the formation of this grouping and is the only development partner permitted to attend the meetings.

There are significant challenges in attempting to reduce prison congestion. Prison congestion is a symptom of failure of various parts of the criminal justice system and dealing effectively with prison congestion requires the cooperation of all institutions in the system. Until July 2009 with the inaugural meeting of the High Level Dialogue, this was not the case.⁵⁴ The High Level Dialogue ambitiously committed to halving the remand population by mid-2010.⁵⁵ Information presented at the March 2010 meeting of the High Level Dialogue suggests that efforts to date have not succeeded and the target set by the High Level Dialogue is unrealistic. The prison population has increased and the net reduction in the remand population was 0.25 percent since the commencement of the task force four months earlier.⁵⁶ The task force identified institutional failures of the Ghana Police Service as the major cause of delays in

⁵² Government of Ghana, 'Community Mediation Centre Annual Report', Legal Aid Scheme, Accra, 2008.

⁵³ UNDP Ghana, 'Access to Justice and Human Rights Outcome Evaluation Report', Accra, May 2009.

⁵⁴ UNDP initially supported the Special Prisons Decongestion Project in 2006 to be implemented by Legal Aid Service, with little tangible result. In 2008, the project was absorbed into the Justice for All project of the MoJAG, but no progress was made until the establishment of the High Level Dialogue. Sources: UNDP Ghana, 'Annual Work Plans for Access to Justice Programme'; 'Access to Justice and Human Rights Outcome Evaluation Report', May 2009.

⁵⁵ Government of Ghana, 'Budget Statement and Economic Policy of the Government of Ghana for the 2010 Financial Year', Presented by Dr, Kwabena Duffuor, Minister of Finance and Economic Planning, Accra, 18 November 2009.

⁵⁶ Government of Ghana, 'Status Report on Remand Prisoners Problem', Presented to the High Level Dialogue Meeting by the Acting Director-General of Prisons, 4 March 2010.

dealing with remand prisoners.⁵⁷ The Ghana Police Service has until recently had a low profile in efforts to reduce prison congestion. The most visible participation of the police has been the training of 100 police prosecutors in 2009 through the Justice for All Programme.

Limited role of civil society. Civil society has played a limited role in the Access to Justice and Human Rights Programme, even though the AWP identifies strengthening capacity of civil society as an output of the programme. The 2009 AWP acknowledged this deficiency and committed to strengthening civil society's watchdog role to ensure accountability in the justice delivery sector, and made provision for training of 200 religious bodies in the Northern Region in human rights.⁵⁸ This training did not take place due to programming difficulties.

Table 14 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the area of outcome 6 (Access to Justice and Human Rights).

Conflict Transformation and Small Arms Control⁵⁹

In 2002, the government requested UNDP to develop a programme to deal with the proliferation of small arms and light weapons. It was agreed to consider this in the broader context of violent conflict and UNDP BCPR conducted a conflict assessment in 2003. Programming commenced in 2004 and two distinct programmes, namely, Conflict Transformation and Dialogue Processes, and Small Arms Reduction, ran

separately until end of 2009. UNDP capacity development support assumed a variety of forms, including funding of: training in conflict prevention of members of peace councils, women and youth; logistics and operational support for the National Peace Council; consultants to assist with development of strategies and guidelines for the National Media Commission; logistics and operational support for the Ghana National Commission on Small Arms; consultation processes; and public education on conflict prevention. UNDP also provided technical and advisory assistance to the Committee of Eminent Chiefs appointed by the government to resolve the Dagbon Chieftaincy conflict.⁶⁰

Strengthened capacity to manage and resolve conflicts. The National Architecture for Peace exists largely because of UNDP efforts and collaboration with the government. The National Peace Council⁶¹ and the Regional Peace Advisory Councils established with support from UNDP are credited with having prevented or contained conflicts during the 2008 elections (in partnership with other organizations such as the Electoral Commission and the National Commission on Civic Education) and have earned reputations as credible, non-partisan institutions. In addition to the critical role played during the elections, Regional Peace Advisory Councils have been able to identify and mediate local conflicts early and so contain their escalation. They have therefore become important early warning mechanisms.⁶² The media plays a critical role in conflict prevention and UNDP support to RUMNET (Rural Media Network) in the run-up to the 2004 and 2008 elections also contributed to violence-free

⁵⁷ Government of Ghana, 'Report of the Chairperson of the National Task Force Committee of the Justice for All Programme', Presented to the High Level Dialogue Meeting, 4 March 2010.

⁵⁸ UNDP Ghana, 'Access to Justice and Human Rights', Annual Work Plan 2009. 2009 Annual Reports from Governance Unit make no mention of the training having taken place.

⁵⁹ Outcome 10 of UNDP Country Programme 2006-2010.

⁶⁰ UNDP Governance Unit, Annual Work Plans 2006 to 2010.

⁶¹ The National Peace Council was established in 2006 with members drawn from academia, religious groups, traditional leaders and the business community.

⁶² Interventions by Regional Peace Councils are not documented systematically though representatives of the three Regional Peace Councils and their partners interviewed were able to identify specific conflicts that they resolved or contained.

Table 14. Outcome 6: Democratic Governance - Access to Justice and Human Rights

Examples of Main Results and Processes Generated		
Project	Progress towards expected results	Sources
Support for Legal Aid Scheme	(+) Establishment of Community Mediation Centres has increased the Legal Aid Scheme's capacity to broaden public access. Sixty percent of cases have been resolved through mediation and rest referred for litigation. Training of paralegals in 2010 is expected to expand its capacity. Strategic plan is assisting the Legal Aid Scheme with improving its internal operations. (-) The Legal Aid Scheme is seriously underresourced and will not have resources to adequately implement its strategic plan. Sustainability of CMCs is in doubt without clear commitment from GoG to fund when UNDP exits.	UNDP interviews; Director and Secretary of the Legal Aid Scheme; CMC Annual Report 2008; Legal Aid Scheme Strategic Plan; Outcome evaluation of Access to Justice and Human Rights (2009)
Support for Ministry of Justice and Attorney-General Justice for All	(+) Justice for All components: Remand Review Project; Sentencing Review Project; Prosecutors Capacity Building; Systems Review Project initiated by the government. High Level Dialogue has the potential to improve coordination in the justice system. Some progress on training of police prosecutors and sentencing review. (-) Scale of problems in justice system requires commitment of more resources from the government and partners. Interventions are piecemeal. Thorough review of the criminal justice system needed.	UNDP interviews; Minister of Justice and Attorney-General; Chief State Attorney and Justice for All team; AWP
Support for judicial services	(+) Judicial Service is well established as an institution and places high value on its independence. Have been progressive in approach with annual outreach programme that provides engagement between citizens, civil society and judiciary. In process of establishing Gender-Based Violence Court/Sexual Offences Court. Use of court-annexed Alternative Dispute Resolution to settle disputes and thus reduce court delays. (-) Annual progress reports provided by implementing partner is not sufficiently comprehensive for monitoring progress.	UNDP interviews; Chief Justice and team; Judicial Services Annual Report to UNDP 2009; Outcome Evaluation of Access to Justice and Human Rights (2009)
Support for CHRAJ to promote access to human rights	(+) Awareness of children's rights improved through extensive advocacy work in schools and training of teachers; some success in human rights training of police officers. Effective use of Alternative Dispute Resolution to resolve complaints. Outreach, efficiency and effectiveness of CHRAJ improved through UNDP-supported technology introduction. CHRAJ attracting funds from other development partners. (-) Non-delivery on training of 200 religious bodies in 2009.	UNDP interviews; Deputy Commissioner of CHRAJ and team; 2008 Annual Report for Access to Justice and Human Rights; CHRAJ Annual Report
Support to Ghana Prison Service for prison reform	(+) Commitment to prison reform from senior levels of prison service and support to pilot new approaches to assessing and managing prisoners. 1,500 prison officers trained in human rights and 11 prison officers trained in new approach to prisoner assessment. Some prisoners have received education and skills development in ICTs and trades. (-) Lack of resources to implement strategic plan. Impact of human rights work constrained by conditions of overcrowding and problem of high remand prison population.	UNDP interviews; Ghana Prison Service programme staff; AWP 2006–2010; Ghana Prison Service Strategic Plan, Reports on Diagnostic Centre and workshops; Outcome Evaluation of Access to Justice and Human Rights (2009)

elections in the Northern Region. RUMNET has developed a mechanism for monitoring the media and identifying potential conflicts.

UNDP has focused attention on two critical groups, namely women and youth. The active involvement of Youth Chiefs has been an important contributor to peaceful elections in the Northern Region. Youth Empowerment Synergy (YES) played a critical role in the election process in the Volta Region while the Youth Network received support for work on peace in mining regions (Ashanti and Western Region) and for organizing political party Youth Forums in the period leading up to the 2008 elections. The emphasis on youth has continued with the National Peace Council's Youth Peace Ambassadors education workshops. Although UNDP has ensured that women are involved in peace building (for example, through the Women in Peace Building project), success remains constrained by strong traditions with regard to gender issues.

Medium-to-long term effects not easily discernible. Medium and long-term strategies supported by UNDP include peace education at the local level, peace studies at the tertiary level, and development of standards and guidelines for the media. Members of Regional Peace Councils and their collaborating partners have participated in peace education workshops, but it is too early to determine if these workshops will contribute to sustained peace in the regions. Ongoing peace education is constrained by limited resources available to the National Peace Council and its regional counterparts.⁶³ Women in Peace Building provide community-level peace education and their ability to do this effectively is impacted by lack of funds and their priorities being diverted to immediate crisis situations. The Universities of Cape Coast and Ghana are developing curricula in peace studies. The post-graduate programme at the University of Cape

Coast has the potential to make a positive contribution to peace-building in Ghana.⁶⁴ With regard to standards and guidelines for the media, it is too early to determine the impact of these on the behaviour of the media outside the election period. The National Media Commission has very limited capacity to monitor adherence to standards.

Resource constraints facing the National Peace Architecture. Inadequate resources pose a risk to the credibility and sustainability of the National Peace Architecture. The National Peace Council lacks the resources to implement or commission a comprehensive programme of research, which is essential for carrying out its mandate. The Regional Peace Advisory Councils in the three northern regions also have resource constraints. They are dependent on UNDP support, on the limited resources from the Regional Coordinating Councils and on the willingness of community volunteers. District peace advisory councils are not established in most regions. Where they have been established, for example, in the Northern Region, they do not receive support from District Assemblies as no budget provision can be made until the peace legislation is passed. The extent to which the government is willing and able to resource the National Peace Architecture is largely outside the control of UNDP. UNDP has advocated and supported the Ministry of the Interior to expedite the passage of the legislation.

Good capacity developed for control of small arms. UNDP support has contributed to establishing and enhancing mechanisms to control the proliferation of small arms. The Ghana National Commission on Small Arms (GNACSA) was initiated in 2004 and UNDP supported development of the commission's enabling legislation as well as provision of infrastructure. Capacity development for GNACSA has focused on building the institutional knowledge of the commission through

⁶³ The National Peace Council conducted peace education workshops for 100 Youth Ambassadors for Peace in 2009, but it lacks resources to roll out the planned training of 200 ambassadors annually for next five years.

⁶⁴ UNDP Ghana, 'Evaluation of Ghana Conflict Prevention and Resolution Portfolio', Draft Report, November 2009.

training and knowledge sharing opportunities with similar organizations outside Ghana. The baseline study of small arms completed in 2006⁶⁵ with the support of UNDP provided empirical information on small arms. This in turn has assisted GNACSA in the development of a strategic National Plan of Action on Small Arms, which has since become the core document driving government action in the area. GNACSA has also established a media incidence database that provides information that can be used for purposes of early warning and taking action. The improvements brought about to the Firearms Registry have given the Ghana Police Service better information about small arms to improve their control of these weapons. There has been an increase in the number of firearms registered⁶⁶ and this may be attributed

to the improved efficiencies in the Firearms Registry, the public awareness and advocacy campaigns, and the high-profile annual destruction of illegal firearms. There is a considerable way to go in achieving a significant reduction in proliferation of small arms. Between 2001 and 2007 a total of 2,568 weapons were destroyed. This constitutes a small proportion of unregistered small arms identified in the baseline study. The 2006 baseline study identified the need to develop alternative sustainable livelihoods for blacksmiths who produce weapons. Although this issue appears in AWP's since 2007, progress has been slow as the blacksmiths were initially not well organized. With the assistance of UNDP, blacksmiths have now formed associations in the Northern Region, Ashanti, Volta

Table 15. Outcome 10: Democratic Governance - Conflict Prevention and Small Arms Control

Examples of Main Results and Processes Generated		
Project	Progress towards expected results	Sources
Support to strengthen National Architecture for Peace	(+) Model for national peace architecture is proving to be effective and can be adapted to suit other countries on the African continent. National Peace Council has earned respect of political parties and Regional Peace Councils are proving their effectiveness in managing and resolving local conflicts. Standards and guidelines for media and political journalism are actions in the right direction. (-) There are gaps in the National Architecture for Peace. Little progress with establishment of District Peace Advisory Councils, so decentralization of peace building is hampered. Delay in passing of national peace legislation affects planning and budgeting.	UNDP interviews; National Peace Council; WANEP; 3 regional peace advisory councils and partners; National Media Commission; annual reports; AWP's, conflict assessments
Small Arms and Light Weapons	(+) Institutional architecture – GNACSA is in place. Improvements in infrastructure and technology of other agencies have helped to increase the number of owners who are registering their firearms. Registrations Project links well with other UNDP projects in sustainable livelihoods and peace building. (-) Number of illegal weapons destroyed is very small relative to estimated number of illegal weapons. Moderate engagement with advocacy civil society organizations. Slow progress on alternative sustainable livelihoods.	Interview with GNACSA, interview with WAANSA, interviews with UNDP, Annual reports, AWP's

⁶⁵ Baseline study estimated that there were at least 220,000 small weapons held by civilians in Ghana, of which 43 per cent were registered and one-third were locally manufactured: ('Progress Report on the UNDP Small Arms and Light Weapons and the Armed Violence', Small Arms Reduction and Human Security Projects, September 2007.)

⁶⁶ By the end of 2000, 3,100 firearms had been registered; that number reached 124, 396 by the end of 2009. Source: UNDP Ghana.

and Brong-Ahafo and are impatient for support.⁶⁷ The United Nations in Ghana launched a comprehensive Human Security Programme in the north in December 2009, which includes sustainable livelihoods for blacksmiths.

Table 15 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the area of outcome 10 (Conflict Prevention and Small Arms Control).

Enhancing Representation and Participation⁶⁸

UNDP interventions in the focus area of enhancing representation and participation have followed a two-pronged approach: (a) developing the capacity of institutions such as the Electoral Commission, the NCCE and the MLRD, and (b) supporting public education of citizens to enable them to participate and exercise their rights. UNDP has also engaged civil society in varying capacities under this focal area. This focus area has also supported specific interventions to promote women's participation in democratic governance at the local level.

UNDP support over the two programming periods has **strengthened the Electoral Commission and National Commission for Civic Education**. Support has been in the form of training of officials; logistical support in the form of information technology and software; strategic planning; and development of education and advocacy materials. The Electoral Commission has demonstrated its independence, credibility and competence in the 2008 elections. It is regarded positively by others in the region (ECOWAS) and on the African Continent. The Electoral Commission has provided technical support to selected electoral commissions in the region, and in Kenya. The National Commission

on Civic Education, too, has established a good reputation in the region, and has received delegations from Mali and Benin. The declaration of election results in 2004 and 2008 as 'free and fair' is testimony to the increasing effectiveness of these two institutions.⁶⁹ An unintended result of the Electoral Commission's success is that increasing demands are being placed on it to provide technical advice to other electoral commissions in Africa. Staff of the Electoral Commission are sought after as observers in foreign elections. While this reflects positively on the Electoral Commission, it also places a strain on the organization's resources and has the potential to disrupt its operations.

Substantial contribution to successful 2008 elections. UNDP also supported election-related activities. Important among these is its facilitation of budgetary discussions between the Electoral Commission and the then government, which resulted in the latter increasing its budget allocation to the Electoral Commission to ensure a smooth election. Facilitating dialogue among the various agencies and stakeholders involved in the elections is also an important contribution made by UNDP. UNDP was able to connect the different implementing partners into action around specific issues, for example, managing the potential for pre-election violence in the Northern Region, or supporting the Judicial Service in quickly establishing mechanisms to resolve election disputes. UNDP also convened a round table of development partners to ensure a coordinated approach to support provided during the election period, including logistic support for international election observers. During the election, UNDP provided ICT support to the Electoral Commission, allowing for capturing election results in real time and contributing to efficient and effective management of election results.

⁶⁷ Interview with Blacksmith's Association of the Northern Region, March 2010.

⁶⁸ Outcome 7, UNDP Country Programme 2006–2010.

⁶⁹ Institutions from the National Architecture for Peace and civil society were also critical players in the elections.

Capacity development of civil society less pronounced in programming. UNDP supported innovative projects to develop the capacity of civil society, for example, the Governance Issues Forums (GIFs) that brought together citizens to dialogue about development issues; and the Civil Society Resource Centre. Over the last two years of the 2006–2010 programme period, the objectives and contents of UNDP’s capacity development for civil society tended to lose clarity or became less pronounced in UNDP programming. This has raised concerns among a number of civil society organizations about UNDP’s relationship with civil society. There

is a perception amongst CSOs that UNDP sees civil society as a minor player in the development of Ghana and is not receiving sufficient support from or engagement with UNDP. The Civil Society Resource Centre, established by UNDP, has not been fully operational since early 2009, as it has to find an alternative to its original location in United Nations premises. The absence of official communication from UNDP about the status of the centre has generated confusion among CSOs about its existence and fuelled a perception that UNDP is scaling down its capacity development to civil society. It should be noted that there are contestations

Table 16. Outcome 7: Democratic Governance - Enhancing Representation and Participation in Decentralized Governance

Examples of Main Results and Processes Generated		
Project	Progress towards expected results	Sources
Support to the Electoral Commission	(+) Importance of an independent and effective Electoral Commission is accepted by the government as essential for democratic governance and is demonstrated by improved dialogue between the Electoral Commission and the government, and improved resource allocation to the commission. Efficiency and effectiveness of the Electoral Commission improving with each successive election. (-) Strain on Electoral Commission capacity with officials used in foreign elections.	UNDP interviews; Deputy Commissioner and Finance Director of Electoral Commission; AWP; annual reports
Support to the National Commission on Civic Education	(+) Developed innovative ‘constitution game’ as education tool. Civic education of local communities resulting in improved participation in local governance, especially in districts where social audits approach is being piloted. Over 1,000 officials trained since 2002 and are appropriately skilled in civic education. Consolidated civic education work in Northern Region in 2009, focus on women’s political participation. Have a plan to exit from UNDP support. (-) Not able to mainstream social audits into District Assemblies due to financial constraints. Low level of women’s political participation is an ongoing challenge for the country.	UNDP interviews; Chairperson of NCCE and senior staff; AWP; annual reports
Capacity Development for Civil Society	(+) Governance Issues Forums provided real opportunities for citizens to dialogue on public policy issues. UNDP supported training of 1,500 people in GIF method and assisted in securing funds from other sources to roll out the GIF workshops in 26 districts across 7 regions – citizens succeeded in engaging with senior district and regional policy makers. Growth and Poverty Forum supported by UNDP gave civil society a seat at the high-level consultative group, and thus could make input to GPRS II. (-) Mainstreaming of civil society capacity development from 2009 onwards has resulted in low visibility of CSOs in programming. Absence of clear communication to civil society about the status of the resource centre. Support to CSOs is based on short-term activities rather than medium-to-long-term engagement.	UNDP interviews; GAPVOD; G-RAP; IDEG; Youth Empowerment Synergy; Youth Network; GACC; Ministry of Employment and Social Welfare; AWP; annual reports

within civil society about the draft NGO Bill, the structures and processes for civil society's engagement with the government, and how civil society should organize itself. This does present a challenge to UNDP in how best to support capacity development of civil society.

Table 16 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the area of outcome 7 (Enhancing Representation and Participation in Decentralized Governance).

Information and Communication Technologies for Development

According to the Ghana Investment Fund for Electronic Communications, the government has built 120 community information centres to date; 88 are fully operational providing access to and basic training in ICT to women, young people and children. Management responsibilities for the centres have been devolved to District Assemblies on a cost recovery basis through fees collected for the use of the centres, enhancing their viability in the medium term. The government aims to have one community information centre in each of the 170 districts in the country. UNDP has supported the process with advice, procurement of equipment paid for by the government, and sharing information on

best practices from other countries.

An incubation centre for ICT-based small new businesses has been established with technical support of UNDP and largely financed through government resources. Its success and very low financial dependence on UNDP has prompted the organization to envisage its disengagement in the near future. The strategic partnership unit has also been instrumental to the gestation of important project, such as the Small Arms Control, the Police Service Reform, as well as partnerships with private companies such as MTN Ghana Foundation (mobile communications service provider).

Table 17 below illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the area of ICT for development.

4.2 ACHIEVING THE MDGS AND REDUCING HUMAN POVERTY

4.2.1 THEMATIC RELEVANCE

Relevance of objectives. The objectives of the programme portfolio for the combined thematic area of sustainable livelihoods and strategy and policy are very relevant to the development

Table 17. Information and Communication Technologies for Development

Examples of Main Results and Processes Generated		
Project	Progress towards expected results	Sources
Community Information Centres	(+) Centres help bridge digital divide for benefit of women, children and poor people. Rural communities are able to access market information, school leavers can attend computer training while waiting to study further.	UNDP interviews, Director Information Services, Administrator of Ghana Investment Fund for Electronic Communications and his team
Multi-Media Incubator Centre	(+) High degree of government ownership and funding; strong partnerships with private sector; 13 businesses supported, with one graduating from centre. (-) Absence of involvement of Ministry for Trade and Industry to facilitate business registration and access to finance.	UNDP interviews; site visit; interview with project manager; interview with Chief Director: Ministry of Communication

challenges of the Ghanaian society and have mostly been fully aligned⁷⁰ with official Ghanaian strategies and policies. This has in particular been the case with regard to GPRS I and its drive for poverty reduction, equity through decentralization and private sector development.

Community-based interventions have been a central focus of UNDP programmes in the 2006–2010 period. The objective of building social and economic capacity in communities and districts, reaching out to the most vulnerable and deprived, is relevant and in line with the drive for decentralization, agricultural development and poverty reduction of both GPRS I and GPRS II. The capacity building for Medium, Small and Micro Enterprises project is important for the support and upgrading of informal, micro-size rural businesses and therefore highly relevant in relation to, in particular, the GPRS II strategic approach.

The upstream activities in programmes of joint data management and capacity building for planning, developing the capacity of central-planning and data-providing institutions are necessary in order to build a consistent and decentralized planning; therefore equally relevant. Objectives of advocacy for MDGs are relevant for improving livelihoods for the most deprived and vulnerable communities in Ghanaian society.

Relevance of approaches. UNDP programme activities are generally well designed and based on relevant approaches, suited for the pursued objectives. In some community-based projects, however, there was some imbalance between the importance given to basic social and economic interventions. Social community activities tend to crowd out the economic ones. A prominent example is the Bonsaaso Millennium Village Project, which is

by design phased into two periods, with the first five-year period prioritizing non-economic goals, while the second has an explicit focus on economic growth. The intention was to build assets and empowerment with community members before exposing them to the difficulties of developing commercial activities and finding access to markets. This approach, however, is largely supply-driven, not always in line with the expressed needs and aspirations of the beneficiaries. It adds an artificial note to the design and may jeopardize the sustainability of impacts on earnings and living standard of community members. Similar inclinations for assigning less priority to economic activities having a directly commercial perspective were found in other community-based projects, in particular the Shea Butter Project in Sagnarigu, northern Ghana.

4.2.2 EFFECTIVENESS

Community-based Wealth Creation and Sustainable Livelihoods⁷¹

Impact on human and social capital. Community-based interventions have targeted 37 communities in 10 districts in northern Ghana and the ‘Localization of MDGs Project’ implemented in 25 communities in six districts in Northern, Upper East, Ashanti, Brong Ahafo, and Western regions, and combine to form the Sustainable Rural Livelihoods Programme. The Ghana Millennium Village Project, forming part of the United Nations Millennium Project to demonstrate attainment of the MDGs in rural Africa, has targeted 30 communities with a population of about 30,000 in Ashanti Region. In addition, a Shea Butter Project has been implemented in one district in northern Ghana.

⁷⁰ The almost demonstrative change of the strategic approach from GPRS I to GPRS II communicated through the addition of ‘growth’ to the title of ‘poverty reduction strategy’ appears not to have left any particular traces in the programme portfolio of the UNDP country office. One reason may be that the CPD 2006–2010 was developed exclusively based on GPRS I. Also the UNDAF 2008 Mid-term Review stresses: ‘The UN noted ... the livelihoods outcome are not directly aligned with the GPRS and pledged to ensure that future plans are directly aligned with the NDP’, United Nations, November 2008, p.61.

⁷¹ Outcome 4, UNDP Country Programme 2006–2010.

While the Sustainable Rural Livelihoods Programme and the Millennium Village Project differ in design and implementation methodology, both have succeeded in visibly enhancing basic human and social capital of community beneficiaries.⁷² A comparative international review of four Millennium Village Project countries found significant improvements at household level and village level in agriculture, health, education and crosscutting domains.⁷³ Visits to both projects and a number of the targeted communities found that community members, in particular women, had benefited through improved health, enhanced literacy and children's school enrolment, increased community mobilization and social capital. The achievement in the Bonsaaso Cluster of the Millennium Village Project, having for 2½ years a zero rate of maternal mortality and large increases in health facility deliveries, is impressive. Improvements in food security and crop yields had taken place through the provision of agricultural extension services and grants for farm inputs.

On the other hand, the **effect on the income generating part of livelihoods is less visible.** This downplaying of economic and commercial activities is clear in the Millennium Village Project, where the phased implementation by design puts less emphasis on economic activities the first five-year period. The lack of microcredit facilities have been persistently criticized by villagers and implementing project staff as well as the difficulties of transitioning from subsidies to cost recovery.⁷⁴ Other community-based projects have under-exploited their commercial potential, in particular the Shea Butter Project, and in the Sustainable Rural Livelihoods Programme. Moving as in the latter from reliance on subsidies

to full profitability represents a major challenge.⁷⁵

Community members are empowered. The aim of community-based interventions is to initiate 'change processes' that will be drivers of development. The design of UNDP interventions have focused on Village Development Committees as the basic organizing structure with responsibility for establishing Community Action Plans to plan and advocate their socio-economic needs and priorities. The advocacy target is primarily local public authorities and decision makers, including development partners and NGOs. District and Regional Coordinating Teams are assigned to support communities. The UNDP interventions have clearly been successful in initiating important change processes and strengthening social coherence in the targeted communities.⁷⁶ This empowerment was also found by the ADR team when visiting communities. The ability to mobilize fellow community members for communal work and other joint efforts testify to the social capital built also outside Village Development Committee procedures and gatherings.

Limited progress with advocacy on socio-economic needs. Community members have been mobilized and empowered by interventions, but advocacy of socio-economic needs has progressed less than expected due to organizational and funding barriers and in particular due to weak local government. District and Regional Coordinating Teams have not been effective in their support. This is a matter of too few visits, too difficult working conditions and too little commitment by the members of the coordinating teams. In addition, 'inadequate budgets and

⁷² UNDP Ghana and Africa 2000 Network Ghana, 'Sustainable Rural Livelihoods Project in Northern Ghana', Report on the Mid-Term Evaluation, April 2009.

⁷³ ODI, 'Formative Review of the Millennium Village Project', Synthesis Report, November 2008.

⁷⁴ UNDP, 'Millennium Villages Project 2009, Annual Report', 2010, p.62.

⁷⁵ In the capacity assessment of the implementing partner, it is recommended: 'More emphasis should be on microfinance and other economic activities to empower the poor.' Independent Capacity Assessment of Africa 2000 Network, UNDP Commissioned Report', 2008 p.16.

⁷⁶ This is confirmed by several assessments, for example, UNDP Ghana and Africa 2000 Network Ghana, 'Sustainable Rural Livelihoods Project in Northern Ghana', Report on the Mid-Term Evaluation, April 2009, p.7.

logistics from government⁷⁷ have invalidated the bridging anticipated with District Assemblies. The quality of the Community Action Plans varies highly and has clearly been influenced negatively by the lower than expected performance by the coordinating teams. This has also increased the barriers for fulfilling the advocacy function. This is an important reminder for programme design and optimal intervention impact: ‘...working through the decentralized structures has not worked out as expected. This has generated critical lessons with policy implications for Ghana’s decentralization process that have been highlighted by the ineffectiveness of the District Coordinating Teams and Regional Coordinating Team.’⁷⁸

UNDP support to clients of microfinance institutions in northern Ghana has increased earnings of microbusinesses, positively influenced attitudes towards microcredit uptake and enhanced business opportunities and livelihoods, in particular for women. UNDP has supported the business training of more than 600 poor, potential microcredit clients, equally split by gender, in northern Ghana. Beneficiaries perceive favourably, the business development support they received, emphasizing almost unanimously, that they expect the training to impact positively on their business opportunities and profits.⁷⁹ The clients are typically ‘economically active poor’ or ‘very poor’ and predominantly women. They have severe difficulties in accessing credit facilities, but through the received training, they are able to establish business plans and become bankable.

Similar findings were confirmed when the ADR team met in northern Ghana with a large group (90) of women clients connected with one of the UNDP-supported microfinance institutions. The women were organized in groups

and supported each other both in honouring liabilities on credits and in sorting out business problems. They represented the segment of ‘economically active poor’, being engaged in petty trading, home processing or horticulture, for example, selling cooked rice, soup or groundnut cakes; processing rice, oil or shea butter; producing tomatoes. The group members unanimously confirmed that they had benefited from their business development training and that being microcredit clients had meant increased earnings and enhanced household livelihoods. The main concern was not any risk related to borrowing, but the low level of credits offered to them by microfinance institutions.

The project has important potential for further improving opportunities of income generation and poverty reduction in vulnerable communities through full exploitation of synergies with other projects.

Table 18 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the area of outcome 4 (Wealth Creation and Sustainable Livelihoods).

Private Sector Competitiveness and Advocacy⁸⁰

Strengthening the microfinance sector. In its upstream support for private sector development, UNDP has throughout the 2002–2010 period played an important role in developing the microfinance sector and integrating it in a strengthened credit market and financial system governed by the Bank of Ghana and the MoFEP. Through the Medium, Small and Micro-Enterprises (MSME) project UNDP supported the development of the network of microfinance institutions – Ghana Microfinance Institutions Network (GHAMFIN) – and the

⁷⁷ Ibid., p.8.

⁷⁸ Ibid., p.27.

⁷⁹ Ibid., p. 6.

⁸⁰ Outcome 5, UNDP Country Programme 2006–2010.

Table 18. Outcome 4: Achieving the MDGs - Wealth Creation and Sustainable Livelihoods

Example of Main Results and Processes Generated		
Projects	Progress towards expected results	Sources
Sustainable Rural Livelihoods Project (SRLP) in northern Ghana	(+) Visible impact on livelihood of target beneficiaries. Community-based interventions successful in initiating important change processes, empowering beneficiaries and strengthening social coherence in the targeted communities. (-) Effect on income generation less visible. Advocacy of socio-economic needs of targeted communities has progressed less than expected, due in particular to under-performance of District Coordinating Teams/Regional Coordinating Teams and weak local government.	Field-trip observations, Interviews with SLEC team and A2N; A2N Capacity Assessment Report, 2008; SRLP Mid-Term Evaluation Report 2009; SLEC Annual Report 2008; AWP 2009, 2010
Strengthening the Local Shea Butter Industry in northern Ghana	(+) Rural women (41) trained in shea butter processing, business aspects and literacy. Centre has initiated best practice manual and been the vehicle for disseminating shea butter processing knowledge and experience in other developing countries such as Senegal. (-) Productivity increases and commercial innovation at centre appear stagnant and a commercial potential is unexploited; socializing aspects are accorded higher priority than commercial ones. Group participation relatively stable though register is still open and the mobilization effect of the centre in spite of some early dissemination efforts seems to be limited.	Field-trip observations and interviews; Interview with A2N Director; 'Success stories'/ documented impact; A2N Capacity Assessment Report Dec. 2008; Annual Project Report Feb 2008; JICA interview
Bonsaaso Cluster of the Millennium Village Project	(+) Impact on agricultural productivity, health standards, in particular a zero maternal mortality rate, and school enrolment well documented, to achievement of MDGs. National awareness creation of the MVP/MDGs has gradually been successful. (-) Project staff concerned about illegal logging and small-scale gold mining, by local youth who have had little motivation and possibilities for substituting with available legal business activities. Economic potential of beneficiaries under-exploited, in particular due to lack of available credit facilities and of market approach.	Field-trip observations and interviews; Interview with UNDP staff; Interview with former CDE and Cluster Task Manager; MVP 2.Q. 2008 Report; MVP Status Report 2009; ODI Synthesis Report 2008
Cadbury Cocoa Partnership in Ghana	(+) UNDP work with Cadbury PLC is facilitating new inclusive partnerships between Cadbury PLC, the Cocoa Board and the cocoa-growing community, It has further contributed to clarification and development of UNDP guidelines for forming partnerships with the private sector. (-) Complicated reporting lines of the Cadbury Cocoa Partnership (CCP), for example, the director has four reporting lines.	Interview with Cadbury Cocoa Partnership Ghana Director and programme officer of World Vision; CCP Project Document; UNDP interviews
Capacity Building for Medium Small and Micro Enterprise (MSME) Development (northern Ghana)	(+) Support for microfinance institutions contributed to developing the market for microcredit and enabled institutions to survive and upgrade. Support for poor clients of microfinance institutions increased earnings of their businesses, positively influenced attitudes towards microcredit uptake and enhanced business opportunities and livelihoods, in particular for women. Business development support offered by the project reduced risk and made business plans of clients bankable, leading to increased creditworthiness and higher amounts of loans offered to individuals in petty trade and other micro businesses (-) Lack of sufficient funding for partner microfinance institutions-lending to clients has left the capacity built by the project under-used and thus reduced potential impact.	Field-trip observations and interviews with community clients as well as management of microfinance institutions; Interview with the MSME project manager; Director of GHAMFIN MSME; Report for the ADR, December 2009; AWP 2008, 2009 (PSD)

formation of a National Microfinance Forum placed in MoFEP, functioning as a forum for advocacy and dialogue regarding microfinance policy initiatives and sector developments.

UNDP support has been instrumental in developing a national framework for the microfinance sector in Ghana and the Ghana Microfinance Policy, expected to be adopted by the current government. UNDP interventions and support for institution building, networking and regulating policies of the microfinance sector have contributed to developing and improving the outreach and quality of sector activities. UNDP has acted as initiator of important change processes – ‘change agent’ – that has the potential for building a stronger microfinance sector firmly integrated in the Ghanaian financial system and capital market. The opinion held by the implementing partner of the MSME project, that: ‘UNDP holds a unique place among microfinance sector actors in Ghana’⁸¹ is confirmed by other stakeholders in the sector.

Capacity of microfinance institutions built, limited on-lending capital. UNDP supported microfinance institutions in northern Ghana through grants in the form of catalytic seed money and capacity building. This has enabled supported institutions to solicit inflow of scarce credit capital and to build the needed expertise in client appraisal and monitoring. Potential clients, in particular poor microentrepreneurs, receive business development services, enabling them to become bankable. The project has supported both the demand and the supply side of the potential credit market and in this way contributed significantly to the actual development of a stable market for microfinance in the area.

The microfinance institutions supported have recorded impressive improvements in performance

both in number of clients, in savings mobilized, in loan portfolio and in the quality of loans and results of operations. This will probably enable institutions to survive and upgrade and is a remarkable achievement given the very limited catalytic grants of typically 50,000 cedi. Also to be noted is that institutions are heavily targeting female clients, in some cases representing 80–90 percent of the total, and on average, the increase in female clients for all supported microfinance institutions was 63.1 percent in the period 2006–2009.⁸²

Further consolidation and growth of microfinance institutions and of the market for microcredit in general is, however, challenged by the lack of on-lending capital: ‘The capacity built by the project has been greatly underused by the partner microfinance institutions and the MSMEs trained due to partner microfinance institutions’ inability to access adequate on-lending funds to use as loans to the MSMEs trained.’⁸³ Potential impact has thus been reduced even though UNDP has provided considerable funding for on-lending through grants.

Moderate impact on private-sector advocacy. UNDP has, over the 2002–2010 evaluation period, supported ‘private sector advocacy and dialogue’ through capacity building of the private sector umbrella organization, Private Enterprise Foundation. This was formed in 1994 by four major Ghana business associations. The aim of UNDP’s support was to develop the capacity of the private sector for engaging in dialogue with the government and key stakeholders on essential policy issues and advocacy focused on promoting corporate social responsibility and the Global Compact among Ghanaian enterprises. The foundation has since developed its capacity for policy research and advocacy and offers a variety of services to individual enterprises. However, it has

⁸¹ UNDP Ghana and Ministry of Finance and Economic Planning, ‘Micro Small and Medium Enterprise Project: Report for the Assessment of Development Results’, December 2009.

⁸² UNDP and Government of Ghana, ‘Micro Small and Medium Enterprise Project: Report for the Assessment of Development Results’, Annex 2, Accra, December 2009.

⁸³ *Ibid.*, p. 9.

Table 19. Outcome 5: Achieving the MDGs - Private Sector Competitiveness

Examples of Main Results and Processes Generated		
Projects	Progress towards expected results	Sources
Capacity Building for MSME Development	(+) National microfinance framework is in place. Practices are codified in manuals. Support for microfinance institutions in northern Ghana contributed to develop the market for microcredit and enabled institutions to survive and upgrade. Support for poor clients of microfinance institutions has increased earnings of their businesses. Business development services offered by the project have reduced risk and made business plans of clients bankable. (-) Policy document for the future operational environment of the Ghana microfinance sector has not yet been implemented. Lack of sufficient funding for partner microfinance institutions on-lending to clients has, however, left the capacity built by the project in northern Ghana underused and thus reduced potential impact.	Fieldtrip observations and interviews with community clients and microfinance institutions; Interviews with MSME project manager; Director GHAMFIN; MSME Report for the ADR December 2009
Capacity Building of Private Sector Business Associations	(+) Capacity of the PEF has been developed, facilitating national private sector advocacy, including CSR/Global Compact, initiation of sector surveys, providing of BDS and contract services. (-) The foundation has not been successful in forming a comprehensive and representative national forum of private sector associations and still only represents a few, major Ghanaian associations. Funding for the umbrella organization is almost exclusively coming from projects, while membership contributions are negligible and no real attempt is made to attract smaller associations through affordable membership fees.	Interviews with directors of PEF and AGI; Project Documents PSD GHA/002/003; PEF Self-Assessment Report 2008; AWP 2006, 2007, 2008 (PEF) and 2009 (PSD)

not been able to build the strength of a national private sector forum doing advocacy on behalf of private businesses. Only six associations out of 18,000 are members of the foundation. An assessment of the foundation's performance found that its major weakness was its 'relative non-visibility'⁸⁴ and a key challenge to achieving objectives is identified as 'high dependence of Private Enterprise Foundation activities on development partner support.'⁸⁵ The contribution to enhanced private sector advocacy and the drive for increased competitiveness of Ghanaian enterprises achieved by the support for the foundation's capacity development is therefore less than expected.

UNDP supported the government with development of the second Private Sector Development

Strategy, which is due for adoption. Continued capacity development for relevant ministries, departments and agencies has contributed to establishing consistent private sector policies, improved ministerial management information systems and M&E capacities.

Table 19 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the area of outcome 5 (Private Sector Competitiveness).

Planning and Advocacy for Achieving the MDGs⁸⁶

Advocacy of MDGs. UNDP Ghana country office has, since 1997 with regular intervals,

⁸⁴ PEF, 'Institutional Evaluation of the Private Enterprise Foundation towards Private Sector Development in Ghana: Self-Assessment Report', Sponsored by UNDP Ghana, January 2008, p.18.

⁸⁵ UNDP Ghana Country Office, 'Annual Work Plan 2009', p.4.

⁸⁶ Outcome 2, UNDP Country Programme 2006 –2010.

initiated the publication of five National HDRs, which in 2004 and 2007 were complemented by District HDRs for three districts. The preparation process of District HDRs is supposed to be coordinated and led by committees comprised of stakeholders and experts. UNDP has the formal responsibility for setting up the procedures and hiring consultants. Peer reviewing is supposed to be done by the committees, but some stakeholders indicated that the peer-reviewing process had room for improvement.

The next editions of the National HDR and of District HDRs for 12 districts not previously selected for study are close to being published and a new a Regional HDR is under preparation for the Western Region. UNDP has also sponsored the biennial publication of the Ghana MDG Report as well as studies of pertinent development issues on ad hoc basis. The HDRs have through their thematic selections focused on important problems and challenges facing the achievement

of Ghana’s development goals – ‘HIV/AIDS’ and ‘social exclusion’ in the HDRs; ‘vulnerability’ and ‘vulnerability and the attainment of the MDGs at the local level’ in the District HDRs – and through their geographical focus on in particular the deep North-South divide in Ghana contributed to further understanding and analysis of the importance of these inequalities.

Stakeholders in Ghana are usually aware of the National HDR and find it useful and a further indication is the considerable demand for copies registered by UNDP. Also the emphasis on decentralization, problems of local governance and the progress towards achieving the MDGs continuously stressed by the NDPC and in its publications testifies⁸⁷ to a considerable advocacy impact of the UNDP-sponsored studies and reports. However, funds allocated to post-launch activities are meagre and insufficient to meet the demand for printed copies. This limits the potential impact of UNDP’s HDRs.

Table 20. Outcomes 2 and 3: Achieving the MDGs - National Planning Frameworks and the Millennium Development Goals

Example of Main Results and Processes Generated		
Projects	Progress towards expected results	Sources
Support to HDRs	(+) Awareness creation of the MDGs and the serious problems of social exclusion and disparities in local poverty through commissioned studies, including MDG reports, National HDRs and District HDRs. Successful advocacy for the importance of decentralization, strengthened local governance and improved knowledge and understanding of the challenges of local communities (-) Lack of sufficient funding for the post-launching activities and dissemination of HDRs.	UNDP interviews; interviews with staff of Institute of Statistical Social and Economic Research (ISSER) and Centre for Policy Analysis (CEPA); Concept notes HDR 2004, 2007, 2009 and UNDP 'best practice note' 2009; AWP 2006 to 2010
Building Capacity to Support Planning for the MDGs	(+) Visible improvements in integrating upstream capacity for planning, documentation, budgeting and M&E. (+) Enhanced capacity of MoFEP to conduct macro-economic policy, manage and coordinate plans and budgets, develop M&E and enhance aid coordination. (-) Local capacity for consistent planning, budgeting, implementation and M&E is very weak. Essential issue of reconciling traditional NDPC sector planning with new government eco-zone planning initiative (SADA) appears not to be addressed yet with necessary alignment and coordination initiatives.	Interviews with staff of NDPC and CEPA; AWP 2008 to 2010 ; AWP 2009 Inception Report May 2009

⁸⁷ See, for example, Government of Ghana, 'Implementation of the Growth and Poverty Reduction Strategy, 2008 Annual Progress Report', National Development Planning Commission, Accra 2009.

UNDP Ghana has decided to expand the District HDRs from three districts to 12. The basis for this far-reaching decision is not clear. If the objective is to improve planning at the local level, there may be more effective alternatives to building planning capacity for local governance. Some government stakeholders, even though they are consulting the studies, question the wisdom of expanding the District HDR project instead of increasing support for local capacity building. It should be noted that the new District HDRs have not yet been published.

National development planning and pro-poor budgeting. The process supported by UNDP is ambitious in its goal of forming a system that is consistent over time and locality, meaning that it spans the short, medium and long run as well as districts, regions and the national level. The effect of UNDP interventions has been visible at the national level in the form of restructuring the process of planning and budgeting and integrating as far as possible the efforts of the different departments and agencies within the MoFEP under the explicit objectives of pro-poor planning and achievement of the MDGs.

UNDP has supported the NDPC in its responsibility for coordinating and harmonizing national planning from ‘top to bottom’; the Ministry of Finance in its function to plan, coordinate and manage the development assistance component of the national budget; and the Policy Evaluation and Oversight Unit (PEOU) in the Presidency with M&E competency at all levels of government programmes. These three institutions have the potential for forming an integrated and reliable budgeting and planning system at the central level.

Yet much remains to be done, as can be gathered by NDPC review of annual progress

reports made by the Metropolitan, Municipal and District Assemblies. Many annual progress reports are deficient in data and information or not submitted at all due to capacity gaps.⁸⁸

Table 20 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the areas of outcomes 2 and 3 (National Planning Frameworks and the MDGs).

National Capacity Development for Data Production and Planning⁸⁹

Some improvements in statistical capacity. UNDP was officially requested by the government to take the lead in developing the capacity of Ghana for producing reliable statistics and has been collaborating closely with other United Nations agencies, in particular UNICEF and UNFPA, to achieve this. UNDP has collaborated with the Ghana Statistical Service (GSS) on the National Strategy for the Development of Statistics. Improvements in the organization and quality of statistical production are visible and UNDP as a leader of the process of change and provider of catalytic support has contributed importantly to the results achieved so far. The process is far from reaching the point specified in the UNDP exit strategy. This can be seen from the data collection problems encountered both locally and at central level when trying to execute the planning functions of the NDPC.⁹⁰ Likewise, academia maintain that the present capacity of the GSS is spread over too many deliverables.

Table 21 illustrates examples of progress towards expected results, as well as examples where results were constrained, and factors contributing to lack of or limited results in the areas of outcome 1 (Improved Statistics and M&E Systems).

⁸⁸ ‘Most of the policy recommendations made in the 2007 Annual Progress Report have not been addressed, hence the need to re-iterate them’, *ibid.*, NDPC, p.205.

⁸⁹ Outcome 1, UNDP Country Programme 2006–2010.

⁹⁰ See, for example, NDPC, *ibid.*, pp.7–8 and 205.

Table 21. Outcome 1: Achieving the MDGs - Improved Statistics and M&E Systems

Example of Main Results and Processes Generated		
Projects	Progress towards expected results	Sources
Joint Data Management Project	(+) National Strategy for the Development of Statistics finalized and being implemented. Visible improvements in the capacity for producing timely, reliable and predictable statistical data both on national scale and in a local context. Statistical literacy and general information management skills of civil servants in ministry, department or agencies and local administration strengthened through programmes of a national advocacy and training. (-) Implementation of the process of statistical upgrading obstructed by uncooperative attitude of executing officers in ministry, department or agencies. GSS services are still too fragmented, spreading over more deliverables than can be handled if data quality is to be ensured. Implementation of the National Strategy for the Development of Statistics is in need of substantial funding.	Interviews GSS, ISSER; GSS: ADR Process Report; AWP 2007, 2008, 2009 (NDP and EM); Inception Report May 2009; Statistical literacy training programme

4.3 ENERGY AND ENVIRONMENT FOR SUSTAINABLE DEVELOPMENT

4.3.1 THEMATIC RELEVANCE

Relevance of objectives. UNDP's support in the area of environment speaks directly to the need that the government has to translate its obligations under international conventions of biodiversity, desertification and climate change, into national legislation, policies and programmes. The objective of UNDP support has been to build and enhance institutional capacity that historically has been limited in environmental matters. UNDP interventions in respect of energy are relevant to the needs of rural communities, in particular, poor people, to access sustainable energy services. Its 'upstream' interventions in supporting research and planning are relevant for the government to address the energy needs of poor people and develop strategies for sustainable energy sources that do not undermine the government's environmental objectives.

Relevance of approach. UNDP's approach of focusing on district-level implementation of environmental and energy programmes and projects has been especially relevant in view of the national decentralization agenda where the development of district Medium Term Development Plans is to focus on district-specific development priorities.⁹¹ Also implementation of national plans and strategies requires direct support of pilots and the UNDP projects were instrumental in piloting such projects.⁹² Mainstreaming of environmental management continues to be a challenge in Ghana. UNDP together with some sector partners (for instance, the Netherlands) have taken lead positions in supporting the mainstreaming of environmental issues and sustainable management of environmental resources in Ghana's district planning. There is a difference in approach: UNDP concentrates on government structures and the Netherlands and other development partners focus on civil society.

⁹¹ NDPC Medium Term Development Planning Processes are to inculcate district-level development needs.

⁹² Access to Energy for the Rural Poor, implemented by the New Energy – an NGO in the Tamale municipality – was the first of its kind, according to the Ministry of Energy, which directly tested the national woodfuels strategy for the use of improved cook stoves.

Table 22. Outcome 8: Energy and Environment for Sustainable Development – Environmental Regulatory Framework

Examples of Main Results and Processes Generated		
Project	Progress towards expected results	Sources
Capacity Building for Environmental Mainstreaming in Ghana	(+) Integration of environment into economic and social concerns to ensure sustainable livelihoods under Highly Indebted Poor Country. Introduction of Strategic Environmental Assessment/EIA as a planning tool in the five participating district assemblies. Training programmes held for planning on mainstreaming environment into national and district-level planning including the GPRS II. (-) Low opportunities to scale up into other districts by UNDP and local government.	PRODOC ERMP, December 2006 annual report, UNDP interviews, training report.
Establishment of GECCA	(+) Establishment of regulatory framework for promoting coordinated mechanisms for management of environmental conventions – biodiversity, climate change and desertification has been established and functional within the Ministry of Environment Science and Technology (-) No clear exit strategy for UNDP support and the integration of GECCA as an independent authority into the national civil service structure, though it is expected that legislation will be passed to enforce the role of GECCA. The monitoring role of GECCA is not too clear nor are sector agencies positive about its intended role	UNDP interviews; GECCA information briefings.
Support to EPA	(+) Development of National Action Programme to Combat Drought and Desertification successfully formulated by EPA. Improved capacity of EPA to facilitate and deliver on its regulatory mandate. (-) Implementation of identified strategies slows with coordination challenges. EPA regulatory mechanisms and systems weak at the district levels with only 3 district offices mainly in the mining districts.	UNDP interviews, EPA reports, AWP.
Climate Change	(+) Formulation of national climate change briefs clearly identifies various climate change linkages with critical sectors – education, health and EPA is consistently being supported to undertake climate change-related projects and programmes. (-) Difficult to assess impact of interventions as reports do not provide adequate information.	UNDP interviews; EPA, UNDP 2009.
Sustainable Land Management Project	(+) Project effectively linked research to practice by bringing researchers and farmers together to adapt sustainable farming practices. High interest of farmers in adopting sustainable farming systems. (-) Sustainability of project outputs questionable as MoFA has not yet demonstrated adequate ownership of project lessons for scaling up.	PRODOC, evaluation reports, UNDP interviews, SLAM coordinators, farmers and MoFA staff in the Northern and Eastern Regions

4.3.2 EFFECTIVENESS

The Regulatory Framework for Environment

Improved documentation and reporting on climate change and Biodiversity conventions.

UNDP support improved national documentation and reporting on important international conventions. Building on the support provided in

the first programme cycle, UNDP in 2006–2010 supported project activities aimed at strengthening capacity for implementing the United Nations Framework Convention on Climate Change (UNFCCC). The Environmental Protection Agency (EPA) received support to address data gaps so that reliability of information on climate change and ozone depletion

Table 23. Outcome 10: Crisis Prevention and Recovery - Conflict Prevention and Disaster Risk Reduction

Examples of Main Results and Processes Generated		
Project	Progress towards expected results	Sources
Enhancing National Strategies for Effective Disaster Risk Reduction in Ghana	(+) National and Regional Disaster Platforms established at national, regional and district level. National Disaster Mapping Report towards disaster management and planning has been prepared and published. NADMO information management system at the national secretariat functional. (-) No explicit funding strategy for the sustaining established disaster reduction platforms. Limited M&E systems at the regional and district levels. 2010 AWP amalgamation of climate change and disaster risk reduction limits some critical activities and also some grassroots partners in disaster reduction and management.	UNDP interviews; NADMO coordinator and steering committee members; NADMO Report 2008, AWP 2007 – 2010, field visits, annual reports.
Strengthening of NADMO for Effective Disaster Risk Reduction	(+) District-level capacity building and setting up of communication systems for disaster mapping facilitates early communication of possible disaster threats. Formulated national nuclear and emergency response plans as well as response procedures for nuclear or radiology accident. (-) Lack of structured and systematic training for fire volunteers and local communities on disaster risks. Lack of operation and maintenance plans leads to non-functioning equipments not being repaired or maintained on time. No dissemination of the disaster maps and action plans for use by other sector stakeholders.	Interviews with NADMO staff; annual report; NADMO steering committee minutes; national emergency action plans and standard procedure documents.

could be improved. UNDP also supported the National Ozone Office to coordinate all activities required for implementing Ghana's strategy to phase out ozone-depleting substances under the Montreal Protocol. A key initiative under UNDP support has been the development of sector briefs on climate change – assessing the impact of climate change on sector-specific development and planning.

Enhanced institutional capacity for domestication of international instruments. UNDP supported domestication of international instruments on Climate Change, Desertification and Biodiversity by the Ministry of Environment, Science and Technology. UNDP support focused specifically on effective monitoring and reporting on the main international legal instruments, including the Convention on International Trade in Endangered Species; the UNFCCC and the Kyoto Protocol; the Regulations on Access and Benefit Sharing in consonance with the requirements of the Convention on Biodiversity. UNDP

has also supported the government to improve coordination in the environment sector by merging all existing managing structures into a single institution, namely, GECCA. The potential for Ghana to be more effective in the environmental sector is greatly enhanced by this harmonization of institutional structures.

Sustainable Land Management. The Sustainable Land Management (SLAM) initiative aims to stem rapid land degradation through involvement of farmers in sustainable land use practices. It is funded mainly through the GEF and executed by the government. UNDP supported a consortium of scientists, under the leadership of the University of Ghana, to implement the project in three communities in the north. Community enthusiasm for the project is high and the project has demonstrated the potential for changing land use practices by bringing scientists and farmers together. However, collaboration between the ministry responsible for environmental matters

Table 24. Outcome 9: Managing Energy and Environment for Sustainable Development - Access to Sustainable Energy Sources for Poor People

Examples of Main Results and Processes Generated		
Project	Progress Towards Expected Results	Sources
Enhancing Access to Sustainable Energy Project	(+) Commitment to support the rural poor to access sustainable energy for domestic use has been high. Mainstreaming of gender and vulnerability issues high. Mainstreaming of energy planning in district development planning achieved for two districts. (-) General lack of sufficient national resources to implement National Strategic Energy Plan (SNEP) has narrowed limited testing of pilots only to the UNDP project. There is a lack of clear sustainability plans to upscale best practices and good lessons in the access to energy project. There has been limited involvement of CSOs and private sector partners in energy projects. Current mainstreaming of the energy project into that of climate change and disaster reduction may not ensure the implementation of key activities.	UNDP interviews; Environment and Energy programme staff; AWP 2006–2010; field visit to new energy project areas; evaluation reports.

and the consortium was not sustained once UNDP support ended. The Ministry of Food and Agriculture has not taken forward the lessons learned from the three pilot projects, nor is there explicit commitment from the government to scale up the interventions.

Disaster Risk Reduction

National capacity for disaster risk reduction strengthened. UNDP support to the National Disaster Management Organization (NADMO) has strengthened its capacity to develop appropriate strategies for disaster risk reduction and to plan for disaster prevention, response and mitigation. Support to NADMO has been comprehensive in content, covering the development of the first National Disaster Mapping and preparation of hazard maps, establishment of the National and Regional Disaster Platforms to ensure multisectoral collaboration, training manuals, development of national standard operating procedures, and development of information management systems to support planning and responses to emergencies. UNDP responded positively and with concern in the emergency response during the 2007–2008 floods. It coordinated support of the United Nations system and provision of relief. It also provided IT equipment for NADMO offices in the three northern regions to enhance communication between NADMO and other support services.

Limited engagement of citizens on environmental and disaster issues. UNDP support was intended to enhance general awareness and knowledge of climate change issues in Ghana and strengthen the country’s ability to engage actively in reduction of green-house gas emissions and fulfil commitments to the UNFCCC and the Kyoto Protocol. Dissemination of information to key stakeholders, however, has been limited and NGOs, CSOs and the public have not been engaged sufficiently as key partners in climate change. There is still a major gap in establishing avenues for dissemination of disaster prevention information and risk reduction strategies to key stakeholders, especially those at grassroots level.

Access to Sustainable Energy Services

The linking of the energy project to rural livelihoods has been one of the most effective under the energy project programming. Over the project period, 15 diesel-powered agro-processing machines were installed for use by 300 women, with an additional 12 units in the process of installation at the time of the ADR. The installation of this equipment has doubled production, and does so more profitably and with less drudgery. The outcome is a contribution to the national development priority of improving agricultural productivity. The achievement is also a good example of strategic partnerships brokered to leverage technical and financial support from

other United Nations organizations, namely, WFP and UNICEF.

Successful adoption of alternative cook stoves and Liquefied Petroleum Gas (LPG). The continuous use of wood fuel has a detrimental impact on the natural environment and on biodiversity conservation. UNDP has supported introduction of effective use of traditional fuels as well as encouraging use of alternatives to wood fuel. Six improved cook stove designs were adopted and promoted in four different end-user segments. Four institutional kitchens and several hundred small enterprises and households have made the transition from traditional three-stone wood stoves to improved cook stoves. LPG promotion has yielded positive results. About 4,000 households, 100 small enterprises and 13 schools made the transition from wood fuel to LPG with support of UNDP. The Ghana National Fire Service has conducted risk assessments of all significant LPG installation in the metropolitan area and the Factories Inspectorate Department has educated operators on remedial actions required.

Useful research and planning on energy matters. UNDP support has contributed to development of two district energy plans for mainstreaming into district Medium Term Development Plans (2010–2013). These plans have identified critical energy issues and raised awareness in local authorities and district assemblies about the importance of energy in planning and implementation of their projects. These plans have also opened up possibilities for cooperation to facilitate tapping into resources on the international carbon market to make clean energy investments at the local level. At the national level, UNDP provided technical support for completion of the EPRAP, thought by some stakeholders to have contributed to the national effort to mainstream energy into poverty reduction programmes.

UNDP support has also contributed to three energy-related research studies, providing field lessons that can be of benefit to the Ministry of Energy and the Energy Commission for designing new programmes and can benefit other

development partners venturing into energy and development if momentum is maintained.

4.4 EFFICIENCY OF UNDP GHANA COUNTRY OFFICE

Management efficiency issues were discussed in Chapter 3. Pertinent issues raised there were attempts by the country office to consolidate its programme portfolio and reduce the number of small projects; the transformation agenda of the country office; and challenges relating to M&E and knowledge management.

Programme and Strategic Efficiency

Quality of planning. Delays in approving AWP were raised by most implementing partners, as noted in Chapter 3. In UNDP Ghana, AWP have typically been approved in the second quarter of the financial year, thus effectively reducing implementation time to between six and nine months. This places pressure on delivery, which in turn limits the time available for good planning and budgeting for the next year. Lower than projected expenditure in a financial year may lead to cuts in the budget in the following year for that particular project. Transfer of unspent funds at short notice to another implementing partner also creates frustration and may result in poor quality spending. While the country office has reduced the delays in approving AWP in 2010, it has not necessarily improved the quality of the plans. The AWP for 2010 lack the depth of AWP in prior years as, partly in response to a corporate directive for concise AWP and that detailed project documents are not required for regular resources.

Risk of spreading too thinly. The country office has made a conscious attempt to consolidate its portfolio of projects. However, 2009 has been a challenge as UNDP has tried to be responsive to the needs of the new government and its new initiatives. The risk of spreading resources too thinly is evident across the main thematic programme areas, but is particularly prevalent in Sustainable Rural Livelihoods. In the governance portfolio a larger proportion of the 2010 budget

is allocated to supporting the new Constitutional Review Commission. UNDP has spread rather thinly the small balance of the budget it has. In the case of the environment and energy portfolio, the very small number of staff is spread across a relatively large number of projects. Many stakeholders acknowledged the dedication and quality of these professionals. However, the situation is not sustainable going forward as there will be increased demands on them as the climate change agenda expands.

Increasing focus on exploiting potential synergies between programmes. For the larger part of the period under review, programming did not sufficiently exploit potential synergies. In the latter part of the programming period, the country office has made a concerted effort to exploit synergies, the Human Security Programme being an excellent illustration of this. There is opportunity for further enforcement of synergies. Energy projects, for example, could be better integrated with sustainable livelihoods projects for greater impact. Alternative sustainable livelihoods, for example, could be a key strategy for preventing conflict and reducing proliferation of small arms.

4.5 SUSTAINABILITY

Sustainability is a challenge across UNDP Ghana's programme portfolio, though it plays itself out slightly differently in the various thematic areas and across different types of projects. Although all AWP's contain details of threats to sustainability, the risk mitigation strategies are seldom in place or followed consistently. Explicit exit strategies are the exception rather than the rule.

Political will to drive reforms. In the governance portfolio, the programmes involve issues of political stability, safety and security, and human rights. Sustainability of the benefits of the interventions ultimately depends on political will to drive reforms and cooperation among national institutions. The ability of national counterparts to commit human and financial resources, and the skills of national counterparts are equally critical for sustainability. Although good governance is a

development priority as reflected in GPRS I and GPRS II, there have been fluctuations in political will over the two programming periods and some discontinuities because of changes of political parties and changes in political leadership of institutions. Political will in the form of enacting legislation to implement reforms or improvements is also essential for sustainability of results realized. A case in point is the delay in amending the Legal Aid legislation to formalize the establishment of Community Mediation Centres, including associated staff and budgets.

Sustainability problems inherent in community-based interventions. The community-based interventions of the Sustainable Livelihoods Programme aim to empower communities and community members and use their increased strength to drive the process of development and enhance livelihoods. Essential for improving prospects of sustainability is that new initiatives are owned by communities. Weak local governance and local government capacity compound the sustainability problems in community-based interventions. This has been the case of sustainable livelihoods projects in northern Ghana where local government capacity and resources are constrained. Besides restructuring the community-based interventions through the local economic development umbrella, initiatives are being launched to make the concepts of volunteer district committees and community action plans an official part of local governance procedures, involving district assemblies and their staff as well as local communities in consolidating experiences and extending procedures to new districts. Strengthening local government structures is therefore critical for sustainability. It remains to be seen if the introduction of the concept of local economic development will improve sustainability prospects.

Market orientation essential for sustainability. Support provided to microfinance institutions follows an implementation approach different from community-based interventions. The sustainability prospects of microfinance institutions are improved by the gradually established market

for microcredit in the area and the training and business development support granted to both sides of the market. This will create an enabling environment for future activities. There is an exit strategy for the microfinance institutions in the form of catalytic grants and a fixed time limit for supporting measures, which is reinforced by close monitoring of the performance of individual institutions. On the other hand, absence or belated focus on accessing markets (as noted in the case of many rural livelihoods interventions) builds dependency on external subsidies and hampers income generation. Local conditions in the villages are challenging but so are project design flaws.

Government ownership increases prospects for sustainability. The ICT for Development projects have strong ownership by the government, demonstrated by the fact that it contributes the bulk of resources to the projects and the most senior officials in the Ministries of Communication and Information champion these projects. The prospects for sustainability of these projects are good and the projects, as well as results achieved so far, are likely to survive beyond cessation of UNDP support. Sustainability considerations were built into the design of the projects and from the outset, the government has been the main funder and driver.

By contrast, government ownership of the SLAM programme is weak given the primary funding and programme implementation remained outside the government. Twenty-three farmers associations have been established under this project, with no clear direction on who in the government will continue to support them even though UNDP support has officially ended. This is often the case with 'pilot' projects initiated with little involvement of the government and no clear plans of how to integrate pilot projects into mainstream government programmes.

An exit strategy in some areas is difficult. UNDP support to electoral processes and the institutions involved has been an important contribution to the success of the elections. The demand for UNDP

support (technical and advisory) is not likely to cease in the short to medium term. UNDP is perceived by stakeholders to be non-partisan and a trusted adviser that can always be called upon to assist with politically sensitive issues. UNDP is faced with a similar challenge in the area of human rights. It is difficult for UNDP to exit from prison reform and prison decongestion as human rights violations occur daily in prisons. Even if exit strategies are difficult, it is necessary to think through and develop them at the outset.

PART B. ASSESSMENT OF STRATEGIC POSITION OF UNDP

This section evaluates UNDP's contribution to Ghana's development strategy, in terms of the relevance of the support provided, its responsiveness to the national priorities and the value added by its participation in meeting the challenge of development. UNDP's position is viewed in the context of Ghana's development and political changes over the past decade, as outlined in Chapter 2.

4.6 STRATEGIC RELEVANCE AND RESPONSIVENESS

UNDP cooperation with Ghana is governed by the Standard Basic Assistance Agreement (SBAA) signed by both parties on 27 November 1978. This agreement requires UNDP make available assistance to the Government of Ghana within the parameters set out by applicable resolutions and decisions of competent UNDP organs, and subject to availability of funds to UNDP. The legal framework sets the parameters for UNDP support to Ghana and all UNDP activities must comply with the legal framework. GPRS I and GPRS II set the national framework for Ghana's development and therefore are the primary though not the sole frameworks, against which to assess the relevance and responsiveness of UNDP.

Strategic relevance exists at a broad level. UNDP's 2002–2009 programme in Ghana is generally aligned to the national priorities of the country. As a contributor to the development of

Ghana's national development strategies (GPRS I and GPRS II), it is not surprising that UNDP programming is relevant to the national priorities of the country.

However, deeper analysis shows that there are areas that have not shifted significantly with the introduction of GPRS II. As discussed in Chapter 3, GPRS II heralded an important shift in emphasis to a focus on growth through private sector development. UNDP's 2006–2009 programme in the thematic area of MDGs and reducing human poverty is very relevant and responsive to the priorities of GPRS I. While GPRS II placed greater emphasis on growth and private sector development, this emphasis is not mirrored in UNDP's programme portfolio. The sustainable livelihoods and microfinance programmes are strongly rooted in a paradigm of 'poverty', not always in one of 'growth'. This may be a reflection of timing – GPRS II was launched after UNDP's Country Programme 2006–2010 was approved while GPRS I was still in force.

Responsiveness to changes in national context and emergencies. UNDP's emphases have varied over time in response to changes in the country context as well as changes in UNDP policy. For example, there was heightened activity in supporting the Electoral Commission and the NCCE in election years 2004 and 2008. Specific events such as the Dagbon Chieftaincy conflict in 2002 triggered the conflict assessment that culminated in the establishment of a substantial conflict prevention portfolio for UNDP Ghana. Another demonstration of UNDP's responsiveness is its support to the Savannah Development Agency announced by the government in April 2009 to focus on development in the northern parts of the country.

UNDP has been responsive in national emergencies, namely, the 2007–2008 floods in the northern regions. Playing a lead role, UNDP rallied support from other United Nations agencies. During the tense times of the 2008 election, UNDP played an important role in supporting conflict mediation efforts.

Flexibility is a two-sided coin. Many government and non-government partners experience UNDP as an approachable development partner. Where UNDP is not in a position to provide financial assistance, it is willing to advise on how to solve a particular problem and assist in leveraging resources from other development partners. UNDP has also demonstrated a willingness to take risks by venturing into difficult or less popular areas such as conflict prevention and prison reform. This level of responsiveness is laudable, particularly in the view of UNDP's financial constraints but there is a risk that UNDP reacts to ad hoc demands wherein strategic issues are deferred. The portfolio may become fragmented.

UNDP response to the oil and gas issue is unfolding slowly. UNDP is preparing a HDR for the Western Region of Ghana where oil deposits have been found. According to the country office, this HDR will adopt a multidimensional and multidisciplinary approach to human development issues in the region and will serve as the basis for informing UNDP's response to the oil and gas issue. A cautious but strategic approach as advocated by the country office is commendable as it would be important to clearly identify its niche in this issue as a people-centred organization that promotes human development. Unless communicated clearly, this cautious approach is open to misinterpretation by stakeholders. Some implementing partners and civil society organizations were of the view that UNDP is ambivalent about the issue. Although the oil and gas deposits are located in the Western Region of Ghana, it has national implications and needs to be addressed as a national issue. Hopefully, the findings from this regional human development report can also inform a response at the national level.

4.7 EXPLOITING COMPARATIVE STRENGTHS

Catalytic interventions. UNDP is recognized for its comparative strength in developing catalytic interventions that, if successful, attract interest and support from other development partners. As UNDP has limited financial resources, its

operating model has been to develop pilot projects that can be scaled up. UNDP is able to develop innovative programmes with limited resources, such as those falling within ICT for development. Other examples include the community-based energy projects. Yet sustainability of these initiatives and the results is still an issue.

Technical expertise and political neutrality.

Government partners value the technical expertise that UNDP is able to provide. Officials in UNDP are considered by government partners to be expert in their respective fields. This is especially true in the areas of governance where UNDP is not only valued for its technical expertise, but also for its non-partisan role in politically sensitive matters. UNDP is the only development partner permitted to attend the High Level Dialogue Meetings of the Justice Sector. UNDP is considered by government partners to have a comparative strength in mainstreaming environmental planning within decentralized government structures.

Coordination with the United Nations system.

The ADR found that there is good cooperation between UNDP and other United Nations organizations and funds. An example of cooperation is the Human Security Programme that involves several of the United Nations organizations in Ghana on a single programme. Another example is the good collaboration between UNDP and UNIFEM on gender equality issues.

Promotion of South-South cooperation.

UNDP has promoted South-South cooperation in a number of areas. Effort has been made to draw from the experience of other countries in small-arms reduction. GNACSA was exposed to small-arms reduction initiatives in the US and visits to countries such as Brazil were planned for 2010. UNDP has facilitated GNACSA's access to regional expertise through the West Africa Action Network on Small Arms funded by ECOWAS. UNDP has supported the government to host missions, for example, from Benin on decentralization and from Uganda on economic management. In the area of elections, Ghana has been the target of visits from other countries

on the African continent. UNDP also supported the Chief Justice's Forum to host prominent justices from Africa to discuss common challenges and explore cooperation. Of importance has been UNDP's support to the government in playing an important role in aid effectiveness in the global arena. There is a demand from a number of implementing partners for more opportunities to share experiences and learn from their counterparts in other countries.

Support for Ghana's international, continental and regional obligations.

UNDP's support to Ghana for domestication of international conventions relating to the environment was noted earlier. UNDP has provided technical support to Ghana's African Peer Review Mechanism (APRM) process, followed by support to the National APRM Governing Council to monitor implementation with the Programme of Action and engage citizens in the process. UNDP has supported Ghana in responding to regional issues. Prominent among this is the advisory support UNDP has given to the Ghanaian Parliament and GNACSA, culminating in the ratification of the ECOWAS Convention on Small Arms and Light Weapons in March 2010. UNDP has also supported NADMO to respond to the ECOWAS policy on disaster and risk reduction since 2007. The policy focuses on reducing disaster risks through development interventions by looking at managing disaster risks as a development challenge.

4.8 PROMOTING UNITED NATIONS VALUES

Pursuit of the MDGs

UNDP has provided extensive support to Ghana's efforts to achieve the MDGs. This support includes strengthening the capacity of government institutions such as the NDPC to monitor implementation of the MDGs; support to strengthen the capacity of the Ghana Statistical Service to improve the quality of statistics; and HDRs at national and district levels to improve planning and advocacy for the MDGs.

Of special importance for the promotion of United Nations values is the Millennium Village Project in the Bonsaaso Cluster of Ashanti Region, which forms part of the Millennium Project being implemented in ten Sub-Saharan African countries. The project unites the objectives of awareness creation and feasibility testing of the MDGs. In the first phase of its existence, the project reported impressive results regarding some of the MDGs, in particular for the maternal mortality of the 'maternal health' MDG 5, that has by presidential declaration been singled out as a 'national emergency'.⁹³

Good governance is a necessary condition for achievement of the MDGs and UNDP's governance portfolio, by strengthening governance in Ghana, contributes to achievement of the MDGs. The governance portfolio contributes directly to Goal 3: Promoting gender equality and empowerment of women. (See section on gender equity).

UNDP's environment portfolio contributes to MDG 7: environmental sustainability, and to Ghana's challenge of sustainable natural resource management and energy utilization, especially by poor people. Energy and poverty have a direct link and even though no MDG refers to energy explicitly, improved access to affordable energy services has been found to be a prerequisite for meeting all the Goals.⁹⁴

Gender Equity

Gender equity and women's empowerment remain a priority for the UN. UNDP Ghana has maintained the empowerment of women and gender equity as a notably high priority in its programming in general but particularly under the governance thematic area. In Ghana the GPRS I reflected a policy framework that was directed primarily towards the attainment of the anti-poverty objectives of the MDGs. GPRS II therefore

acknowledges that women generally suffer more from poverty because of certain cultural practices that prevent them from taking advantage of opportunities available to them. These practices include women's inability to own or control land, their limited rights and protection under law, their allocations of smaller amounts of food within the household, their limited role in decision-making and lower access to credit.

The Government of Ghana has also taken several steps towards the provision of mechanisms with a display of political will through the adoption of international instruments such as Convention for Elimination of Discrimination Against Women, national efforts such as the establishment of the Ministry of Women and Children's Affairs (MoWAC) and its National Gender and Children's Policy; and other mechanisms such as the Domestic Violence Act and the Human Trafficking Act, to handle these issues. As a means of buttressing these national initiatives, UNDP and the United Nations system have through the evaluation period provided support to the National Women's Machinery-MoWAC in particular and gender-focused CSOs. It does this to promote gender equality at both policy and operational levels. In various ways, UNDP support to MoWAC strengthens the existing relationships between it and the wider community of development partners.

UNDP support for promotion of gender equality is visible in programming. Gender is mainstreamed into all major UNDP programmes (see Box 2). The visibility of gender in the programme portfolio does not necessarily translate to success. Gender inequities are deeply entrenched in many areas, including the northern regions where UNDP has significant initiatives. For example, the Shea Butter Project exclusively for 'empowering rural women and alleviating poverty' has contributed to developing the local Shea

⁹³ UNDP Ghana, 'Beyond the Mid Point: Focusing UNDP Support for Achievement of the MDGs', Ghana Case Study, Draft Report, August 2009, p.24.

⁹⁴ DFID, 'Energy for the Poor: Underpinning the MDGs', August 2002. www.dfidkarenergy.org.uk/assets/energy

Box 2. Examples of Gender Mainstreaming in UNDP Programme – Ghana

The role of women in peace building is prominent in UNDP's conflict prevention programme in the Northern Region, while the National Commission on Civic Education has sought to promote women's participation in local governance. Special Gender-Based Violence/Sexual Assault courts, once established, will provide expeditious finalization of cases as well as preserve the rights and dignity of complainants. The broader public advocacy work of MoWAC to create awareness of gender equality is another example of the visible efforts made by UNDP to promote gender equity.

The 2002–2005 Environmental Resource Management Project (ERMP) directly targets women and had an appreciable gender mainstreaming approach in ensuring that both men, women and children were direct beneficiaries of project results as much as address specific issues that affected them.⁹⁵ Noted is the recommendation of Mid-Term Review in 2008 that environment project activities must ensure that gender aspects were incorporated and that both women and men were represented at all levels.

Gender equality has been mainstreamed into sustainable rural livelihoods projects. Most important are the activities of the MSME project, having supported microfinance institutions that deal predominantly with women clients. The percentage increases in the number of women clients at the institutions have been high and the business opportunities and other training appear to have empowered a considerable number of poor women and enhanced the livelihood of their families.

butter industry in northern Ghana that is typically a women's business, but the catalytic effect is difficult to assess and the number of women directly benefiting from the project is low. It is important that UNDP does keep gender equality visible so that the gains made thus far are not dissipated.

Focus on Poor and Disadvantaged Groups

UNDP's programming focuses explicitly on poor people and disadvantaged groups. All UNDP projects are focused on enhancing the basic needs of poor communities and alleviating the grave geographic disparities with regard to the MDGs. By their very nature, the community-based interventions have all centred on the special problems of deprived sectors and districts, being inherently pro-poor. In northern Ghana, UNDP is operating in some of the poorest and most vulnerable districts in the country and the districts chosen in central Ghana, too, are very poor. Also the communities targeted, including the Bonsaaso Cluster of the Millennium Village Project, are seriously affected by malnutrition, deficient infrastructures and their remoteness with regard to public facilities and urban centres.

UNDP also supported poor people in accessing their rights. The support to the Legal Aid Scheme is designed to expand poor people's access to free legal aid services; and the conflict transformation programme in the three northern regions have poor rural communities as the target beneficiaries. The human rights programmes supported by UNDP have targeted vulnerable groups such as children and victims of domestic violence; and marginalized or excluded groups such as prisoners. Youth in Ghana are a vulnerable group faced with low prospects for employment and susceptible to manipulation in local conflicts. UNDP's conflict transformation programme has targeted youth (Youth Chiefs and Youth Ambassadors for Peace). UNDP programming does not address the needs of people with disabilities, though there is an example of inclusion of children of the Savelugu School for the Deaf under the Access to Energy for the Poor. The low visibility of disability is something that will require attention in future programming.

UNDP as a Substantive Partner for Policy Dialogue

The nurturing of strategic partnerships is critical

⁹⁵ UNDP, Consultancy Report (A Twum), 'Community Skills Training and Implementation of Income-Generating and Selected Environmental Initiatives of Women in the Assin District of Ghana', January 2003.

for UNDP programme. In the Ghana country office it is recognized as an explicit programme objective and has a dedicated unit, called the strategic partnership unit (later changed to partnership and communication unit), in the organogramme.⁹⁶ In pursuit of its objective, the activities of this unit includes ensuring the successful implementation of innovative partnership projects and at positioning UNDP as a neutral value adding partner of the Government of Ghana as well as development partners. This unit incubates projects that graduate to other units in the country office. It represents an innovative organizational approach to creating new partnerships sometimes with non-traditional actors.

The assessment of UNDP as a partner for policy dialogue is unambiguously positive with representatives of the government, whether from the present or the previous administration. UNDP has a position as trusted and highly esteemed partner not rivalled by any other multilateral organization.

The government involves UNDP in issues that are of importance to Ghana, including politically sensitive chieftaincy conflicts, elections, and criminal justice challenges. UNDP is the only development partner permitted to attend the High Level Dialogue of the Justice Sector. UNDP is also the only development partner that was approached by the government to assist in the resolution of the Dagbon crisis and is the only development partner which has been part of the mediation processes. More recently, the government requested UNDP to assist with the establishment of the Constitutional Review Commission. This commission is tasked to conduct a fundamental review of the 1992 Constitution, consult extensively with all sectors of Ghanaian society, and make

recommendations for changes and improvements to the Constitution. That UNDP has been approached to assist with this far-reaching initiative is testimony to its credibility with the Government of Ghana.

UNDP's relationship with the government is very positive, but it needs to engage more substantively with a broader range of stakeholders and improve its communication with them.

UNDP's credibility with civil society is being eroded by the organization's approach to its engagement with the sector. UNDP's support to civil society is small relative to its support to the government. It can be argued that with the mainstreaming of civil society in the programmes of UNDP, support to them is not always visible. The absence of clear communication about the status of the Civil Society Resource Centre and the mainstreaming of civil society into programmes are undermining the credibility of UNDP as a partner for policy dialogue.

UNDP is building strategic partnerships with the private sector, for example, Cadbury PLC. Its partnership with the private sector in the ICT incubation project has been the most successful to date and sets the standard for future engagement with the private sector. UNDP has engaged with the private sector on policy matters relating to the sector's development, but engagement on governance issues has been limited.

From the development partners interviewed, it appears that there is limited engagement or policy dialogue between them and UNDP.⁹⁷ Their knowledge of the details of UNDP's work seems limited and could be a reflection of UNDP's sub-optimal external communication of its activities and successes.

⁹⁶ This unit is also responsible for the implementation of ICT initiatives as described in Chapter 4.1.2. This focus area has gradually included the exploration of new partnerships both with public entities and with private sector actors.

⁹⁷ Only four development partners were available for interviews.

Box 3. Summary of the Main Findings in Chapter 4

Overall, UNDP's programme is effective and making a good contribution to development results in Ghana. UNDP has managed to retain its relevance to national needs and priorities and has been responsive to changes in the political, economic and social context over the two programme cycles. UNDP can demonstrate visible achievements in a significant number of its programmes.

In the area of governance, UNDP has strengthened important institutions for democratic governance. It has also helped to establish new institutions for conflict prevention. Its contribution to the successful elections over the two programme cycles is widely acknowledged. Access to Justice is proving to be more challenging and success here is moderate.

Community-based interventions have resulted in visible improvements in lives of poor people, especially women in the poorest regions of Ghana, and its support to microfinance institutions has created a market for microfinance. While social aspects of the community-based programmes are important, they tend to crowd out the economic aspects. Modest gains are evident in private sector advocacy, but little progress on employment creation.

Developing capacity at the central government level for pro-poor planning and budgeting, M&E, and statistical capacity are beginning to show positive results. HDRs are good vehicles for advocacy, but the value of District HDRs as vehicles for building capacity in local government is not evident.

UNDP is a significant partner in environmental and energy issues, and its support has contributed to establishing national policy frameworks. Pilot projects in sustainable land management have not been anchored institutionally and hence there is limited support from the government to scale up.

Programming efficiency is not at the required level. There is insufficient attention to exploiting synergies between thematic areas. Late finalization of annual work programmes reduces time available for execution.

Sustainability of benefits is a challenge, especially in the case of community-based interventions. Sustainability is also dependent on government support, which is not guaranteed.

UNDP has actively supported the government in pursuit of the MDGs, has demonstrated a very high level of commitment to gender equality in its programming and its programmes are centred on poor people and disadvantaged groups.

Coordination between UNDP and other United Nations organizations and funds in Ghana is good, though UNDP could be more proactive in exploring synergies and joint programmes with other United Nations organizations in the country.

UNDP has a positive and constructive relationship with the government, is a trusted adviser on sensitive issues and a substantive partner for policy dialogue. Policy dialogue with development partners appears to be limited. There is a concern among some members of civil society that UNDP support for their capacity development is not sufficient and that UNDP does not engage sufficiently with civil society on policy issues. Organizational problems within civil society have made it difficult for UNDP to pursue collective engagement with the sector.

CHAPTER 5

CONCLUSIONS AND RECOMMENDATIONS

5.1 CONCLUSIONS

The objective of this evaluation is to analyse how UNDP positioned itself in Ghana to add value to the country's development efforts, and to identify progress towards development. The evaluation arrives at the following conclusions:

Conclusion 1: UNDP has made a substantial contribution towards Ghana's development. It is regarded by both past and present government administrations, as a highly valuable development partner, willing to walk alongside the government to achieve Ghana's development ambitions. UNDP has engaged significantly at the policy advisory and community level, but there are gaps with local governments.

UNDP interventions throughout the programming periods targeted the major challenges of the national agenda of wealth creation and poverty reduction. The concentration on problems of marginalized communities, gender, vulnerable groups and deprived areas of Ghana, in particular the North-South divide, has contributed to awareness creation and political action in favour of decentralization and equitable development. An important achievement has been the mainstreaming of the MDGs into Ghana's national planning system. Continuous UNDP advocacy for the MDGs and focus on their attainment in downstream interventions have contributed successfully to passing this milestone.

UNDP initiatives were instrumental in the establishment of new institutions and in the strengthening of existing ones. The National Architecture for Peace, in particular the National Peace Council, represents one of the most

significant contributions of UNDP. The quality of UNDP's advisory work in the area of conflict resolution is noteworthy and the establishment of the Ghana National Commission on Small Arms is another example. In the area of environment and energy, UNDP support has been instrumental in the development of national policy frameworks and the mainstreaming of environmental issues into planning. UNDP has maintained a consistent development focus on developing capacity for the implementation of policies, strategies and plans in environment and energy.

In addition to its work at the policy level, UNDP has nurtured a valuable portfolio of activities at the field and grassroots levels, notably in the thematic areas of energy and environment (sustainable land management, alternative source of energy) and sustainable livelihoods (Millennium Development Village, shea butter, microfinance, micro, small and medium enterprises).

UNDP has a sound track record at the upstream and downstream levels, with perhaps a gap at the middle level, that is, support to the process of decentralization and local economic governance. While punctual support may have been given to local governments, support to their capacity development has not, so far, been a central piece of the UNDP programme, although new initiatives are planned. UNDP piloted the preparation of District HDRs in three districts. The intention to expand to 12 districts inspires a note of caution. In view of their current format and contents, and in the absence of a strategy for diffusion and stocktaking, it is not guaranteed that these reports will provide a solid basis for planning development activities or institutional strengthening at the district level.

Conclusion 2: UNDP has a strong partnership with the Government of Ghana and state actors and is recognized for its substantive policy dialogue contribution. It is regarded by the government as a trusted adviser. UNDP, however, has not leveraged this privileged position sufficiently to enhance national ownership of the development agenda by a broader range of stakeholders. Its narrow engagement with other development partners limits opportunities for dialogue on substantive policy issues that could benefit the government.

Engagement with civil society has been a feature of UNDP programmes over the two programme cycles, but the nature of the engagement has changed over time. UNDP's partnership with civil society over the last two years of the current programming period has been low key in contrast to previous years. There are a number of civil society organizations involved in UNDP projects, particularly the community-based interventions in sustainable livelihoods and in environment and energy projects. However, the policy dialogue and advocacy that were characteristic of UNDP's engagement with civil society in the first programme cycle, is no longer evident. The lack of clarity regarding the status of the Civil Society Resource Centre has reinforced perceptions of civil society that UNDP is not supportive of their capacity development and does not engage sufficiently with civil society on policy or advocacy matters.

UNDP is steadily building partnerships with the private sector, both as financial contributors to development interventions, and as beneficiaries of UNDP capacity development interventions. The strategic partnerships with the private sector are primarily partnerships with international companies such as the MTN Ghana Foundation, Cadbury and IBM. UNDP does not engage them in policy dialogue. UNDP has supported the Private Enterprise Foundation to engage in dialogue with the government on the Private Sector Development Strategy and the business regulatory environment but the foundation has limited membership and representation.

UNDP cooperates with other development partners on a number of projects. Other development partners appear to have limited in-depth knowledge about what UNDP does, a matter that could be rectified with improved communication by UNDP. This is partly a reflection of UNDP not consistently communicating the contents of its programmes and its successes. Limited resources for communication also contribute to the problem and not being able to adequately fund post-launch activities for the HDR is a matter of concern. The engagement with other development partners, including emerging partners for Ghana, could be made more substantial with assistance from the Ministry of Finance and Economic Development to create space for such dialogue.

UNDP's good relationship with the government is essential for its effectiveness in the country and must be preserved. The country office strives to maintain a balance in its relationship with the government and stakeholders with divergent interests and this is not an easy task. The evaluation showed that UNDP's high responsiveness resulted in its interventions becoming more vulnerable to shifting government backing and changes in political priorities. For instance, UNDP's agreement to support the newly established Constitutional Review Commission has meant a reduction in support to other projects in the governance portfolio.

Conclusion 3: UNDP promoted a number of pilot initiatives, particularly in the domain of rural livelihoods and energy and sustainable environment. While promising, these pilot activities have reached a limited number of community and final users and served them for a limited time. Access to market and pro-poor growth initiatives are not sufficiently emphasized and constrain sustainability. Without an explicit strategy that includes measures for national ownership, capacity building and lessons learning from pilot activities, the Government of Ghana and other national and international partners will not be able to expand and sustain these pilot activities, and coverage will remain scant.

The support provided by UNDP has given space to the government to test new and innovative solutions to development challenges. The Multi-Media Incubator Centre and the energy projects are some examples of innovative approaches to development. The ambitious agenda of community-based interventions such as the Sustainable Rural Livelihoods Programme and the Millennium Village Project have provided space for testing alternative approaches to development in the most deprived areas of the country. UNDP has, through these interventions, created the potential for achieving the goals set for sustainable development.

Yet, due to the exploratory nature of these activities and limited resources, coverage of beneficiaries is still very limited. Two emerging issues are how to ensure sustainability of the benefits and how to increase coverage. Strategies for sustainability are not always in place or are not clear. In several cases, grassroots initiatives had been incubated through the involvement of academia and NGOs but with limited involvement of public entities. Not in all cases was commitment clear from the Government of Ghana or from other international development partners to support and expand these experiences with the risk that they be confined to individual micro showcases. Involvement of local governments may be a key element. While scaling up of these pilot interventions is not the responsibility of UNDP, it should build into the design of catalytic or pilot projects how these can be scaled up and made sustainable.

Some design flaws need to be addressed such as the limited or belated focus on income generation, cost recovery, micro and small business growth and access to market. There is no doubt that addressing basic human capital (health, literacy) is essential and laudable. Yet waiting, as in the Millennium Village Project, three or more years before working on concrete economic opportunities for which demand is high from beneficiaries can be a serious limitation. Not enough attention is paid to economic fundamentals such as enterprise budgets, profitability, and

access to financial services and to markets for final products.

Conclusion 4: UNDP Ghana is recognized for its substantive capacity and positive contribution to Ghana's development agenda. There are inefficient and ineffective business processes and operational issues in the country office that, if left unattended, could demotivate staff and undermine the achievements of UNDP Ghana.

The quality of planning in the country office is an area of concern and has an impact on the execution of projects, both in terms of the rate at which funds are spent, and also on the quality of the spending. Delays in finalizing annual plans reduce the time available for project execution.

The challenges of UNDP's financial management system, Atlas, are noted and can only account for part of the delays in payments to vendors or cash transfers to implementing partners. With the majority of projects requiring direct payment to vendors, there is a significant administrative burden placed on the office.

The country office transformation plan identified ways to steer the office in the direction of its new vision. The office has made some improvements in administrative processes, but has deferred implementation of the more substantive initiatives. Delays in fully implementing the transformation plan are understandable to some extent, but the effect is that the office has been in limbo on these critical issues.

Conclusion 5: Knowledge management, information management and M&E in the country office are not effective. M&E is weak, thus limiting opportunity for UNDP to benefit from lessons learned and make the necessary improvements or changes to a programme or project.

Robust M&E is a prerequisite for codifying lessons and generating knowledge from pilots and downstream work to influence upstream

policy work. The weakness in M&E in the country office is not merely a reflection of the office's capacity constraints in this area. It is also a reflection of the serious limitations in M&E capacity of national partners. The quality of reporting from national partners is in many instances inadequate and the country office lacks the capacity to provide the necessary support and guidance. Related to the M&E challenge is the poor state of knowledge management in the country office. It is difficult to communicate consistently and effectively if information needed is not immediately available, but dispersed in the minds and computers of individual staff members. Knowledge and information are as much country office assets as are funds, and must be managed better for UNDP to perform its functions effectively.

5.2 RECOMMENDATIONS

Recommendation 1: UNDP Ghana should bolster its advisory capacity to support Ghana's transition to middle-income status. It should ensure that its portfolio reflects the dynamic environment in Ghana as the country continues its journey of building an inclusive society and prosperous nation. Central to this is UNDP's continued advocacy for a human development approach to Ghana's growth and development agenda.

In practice, this means UNDP should be positioned to provide the government with high-quality advice and access expertise to deal with complex challenges. The economic opportunities and challenges associated with oil and gas are a case in point. In keeping with its human development agenda, UNDP Ghana should focus advising on policies that benefit poor people and women, and address the inequalities in the country.

The portfolio of work could include advisory work on local economic development and fostering private-public sector partnership for development. UNDP strategic policy advice should draw on

practical experience at the grassroots level and UNDP should retain a portfolio of catalytic projects. UNDP should place a higher priority on the market-oriented economic activities in catalytic community-based projects to enhance their prospects of sustainability.

UNDP should also intensify its support for South-South cooperation and support Ghana's role as an increasingly important player in the regional political and development agenda.

Recommendation 2: UNDP Ghana should continue its efforts to strengthen democratic governance, focusing on providing advice to strengthen the knowledge and skills base of national partners. It should also continue to advocate for appropriate resourcing of governance institutions that are essential for maintaining the positive trajectory for democratic governance in Ghana.

Strengthening of democratic governance should be done in the context of the government's policy on decentralization. UNDP should extend its efforts at strengthening governance institutions to the district level of government. In this regard, UNDP should evaluate the effectiveness of District HDRs as a means of strengthening local governance.

Recommendation 3: UNDP Ghana should focus its efforts on strengthening the capacity of the government to respond to climate change in the national, regional and global arena.

This will mean strengthening the government's capacity to negotiate agreements and enforce policies and regulations. While the emphasis of UNDP efforts should shift towards policy advice, it is recommended that grassroots projects be used to inform policy.

Recommendation 4: UNDP Ghana should support building national capacity for M&E in Ghana. This should be done in partnership with other United Nations organizations in Ghana.

UNDP should plan jointly with other United Nations organizations to build national capacity for M&E, taking into consideration initiatives that are already being implemented by the various agencies. In this regard, UNDP's current support to building national statistical capacity and supporting central planning and oversight should be taken into consideration. While the focus of UNDP's efforts should be on building capacity in the government, it should also consider how it can contribute to building capacity in NGOs.

Recommendation 5: UNDP Ghana should improve its dialogue with a broad range of stakeholders, in particular, civil society and the private sector, to enhance partnerships and foster national ownership of UNDP's interventions.

UNDP should create space for strategic dialogue with civil society and the private sector on development issues and so deepen the quality of its partnership with these stakeholders. UNDP should also leverage its position as 'trusted adviser of government' to engage other development partners in substantial policy dialogue on important development issues.

Recommendation 6: UNDP Ghana should transform itself into a knowledge-based advisory organization. UNDP needs to improve its knowledge and information management in all areas of its work, strengthen its internal M&E systems and improve its communication.

The knowledge and information management system should ensure not only the basic availability and tracking of key electronic documentation on the portfolio, but also identify roles and responsibilities of UNDP officials and implementing partners for ensuring that information is accurate, reliable and that knowledge sharing takes place.

UNDP should ensure that it builds the requisite internal capacity for effective M&E. This

includes ensuring that it has the requisite staff complement and skills to perform this important function; that the evaluation plan is implemented rigorously; and that lessons emerging from evaluations are documented and disseminated internally and to relevant stakeholders and partners.

UNDP should upgrade its communication strategy and the communication skills of its staff in order to communicate its work more effectively. It should pay particular attention to disseminating its publications as these provide useful opportunities to exchange ideas with external stakeholders about UNDP's work.

Recommendation 7: UNDP Ghana should expedite implementation of improvements to its business processes and operational capacity, and align these with the new strategic direction of the country office.

Actions taken to date to streamline processes and restructure the country office for improved operational capacity should serve as a basis for improving the overall efficiency of UNDP Ghana.

Particular attention should be given to dealing with the challenge of varied quality of planning and reporting. Formats for programme and project plans and progress reports should be standardized and quality assured more rigorously.

Recommendation 8: As part of its transition to a restructured portfolio, UNDP Ghana should develop sustainability plans and exit strategies in key areas of its programme. This should be done in agreement with the MoFEP, implementing partners and responsible parties, and other critical development partners in Ghana.

The sustainability plans and exit strategies should be explicit about how sustainability will be achieved, who will be responsible for ensuring implementation of the plans and strategies, and should provide a time frame for UNDP's gradual disengagement.

TERMS OF REFERENCE

ASSESSMENT OF DEVELOPMENT RESULT: REPUBLIC OF GHANA

1. INTRODUCTION

The Evaluation Office of the United Nations Development Programme (UNDP) conducts country evaluations called Assessments of Development Results (ADRs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level. ADRs are carried out within the overall provisions contained in the UNDP Evaluation Policy.⁹⁸ The overall goals of an ADR are to:

- Provide substantive support to the Administrator's accountability function in reporting to the Executive Board;
- Support greater UNDP accountability to national stakeholders and partners in the programme country;
- Serve as a means of quality assurance for UNDP interventions at the country level; and
- Contribute to learning at corporate, regional and country levels.

The Evaluation Office plans to conduct an ADR in Ghana during 2010. The results and recommendations of the ADR will feed into the new Ghana CPD 2011-2014 which will be prepared by the UNDP country office in agreement with the national government and relevant regional bureau and presented to the UNDP Executive Board in June 2011.

UNDP IN GHANA

Interventions of the United Nations and UNDP in Ghana are oriented by key strategic documents, elaborated through consultative processes. In particular, the latest United Nations Development Assistance Framework (UNDAF) for Ghana (2006–2010) indentified the following priorities: to ensure equitable access to health care, sanitation, food security and education with an emphasis on the vulnerable, to strengthen decentralized structures to improve accountability and efficiency in service delivery, and to strengthen human rights institutions.

The latest two strategic documents elaborated by UNDP for Ghana are the CCF II 2002–2005 and the CPD for 2006–2010. According to the CCF, UNDP would help the Government of Ghana elaborate pro-poor macroeconomic strategies. Focusing on few selected districts, it would develop pilot experiences for decentralization and local development, with emphasis on gender and microfinance. The CCF also focused on private sector development that would be beneficial to poor people – in particular small and medium scale enterprises and associations. UNDP would also be active in governance, particularly related to the development of anti-corruption strategies and strengthening of the civil society. The CCF placed emphasis on energy and environment, especially regarding the support to district-level environmental management capacity, renewable sources of energy and ozone depletion.

The CPD mentioned three main areas. First, the consolidation of democracy, including access to

⁹⁸ UNDP Evaluation Policy, available at www.undp.org/eo/documents/Evaluation-Policy.pdf. The ADR will also adhere to the UNEG Ethical Guidelines and Code of Conducts: www.uneval.org/papersandpubs/index.jsp?ret=true#

justice, mainstreaming the application and use of alternate dispute resolution, institutionalizing the participation of civil society in parliamentary processes, and the creation of a national conflict prevention programme, focusing inter alia on the youth, the media, and small arms management and control. Secondly, wealth creation and empowerment of poor people in three main areas: (i) the MDGs and the Millennium Project; (ii) Human development and poverty reduction at the sub-national level; (iii) partnerships with civil society and NGOs. While UNDP would expect to concentrate on upstream interventions to support policy formulation and implementation, and on creating public-private partnerships, it would continue its support for microfinance pilot initiatives. Thirdly, UNDP would be active in vulnerability reduction and environmental sustainability, including interventions at the level of legislation and regulation in the environmental and energy sector, as well as concrete initiatives at the grassroots level in favour of alternative sources of energy, and, finally, support development of institutional framework for disaster risk reduction, such as environmental emergencies and epidemic diseases, especially HIV/AIDS.

2. THE ADR FRAMEWORK

The goal of the present ADR is to assess the contribution that UNDP has made to achieving the national development results as well as to the strategic positioning of UNDP in the 2002–2009 period, with a special emphasis on more recent activities from 2004 onwards.

The ADR will thus include two main components: (i) a programmatic part, assessing to what extent UNDP has ‘delivered’ against its stated objectives and (ii) a strategic part, assessing to what extent the achievements in terms of UNDP’s objectives have contributed to national development goals and needs. In doing so, the evaluation will follow the UNDP ADR guidelines and the ADR methodological manual

developed by the Evaluation Office. The ADR will also consider selected managerial issues to the extent that they contribute to explain results at the programme or strategic level. For the UNDP objectives, the points of reference will be the expected outcomes as stated in the strategic documents (CCF, CPD).

The evaluation will consider both projects and non-project activities of the UNDP office. Typical non-project activities include: (i) national stakeholder consultations, (ii) advocacy, (iii) networking and knowledge sharing with other agencies, and (iv) inter-agency coordination within and outside the United Nations system. For practical reasons, a sample of projects will be extracted for the ADR review.

3. EVALUATION CRITERIA

3.1 PROGRAMME PERFORMANCE ASSESSMENT AT THE THEMATIC LEVEL

The ADR will consider the main thematic components of the UNDP country programme (See Table A1). At the programme level, the analysis will address the following criteria: (i) thematic relevance, (ii) effectiveness, (iii) efficiency, and (iv) sustainability.

3.1.1 Thematic Relevance

The relevance of UNDP specific activities and projects will be assessed according to existing development needs in the sector/theme under consideration. In particular the following sub-criteria will be taken into account: (i) relevance of the objectives: the extent to which the objectives of the interventions/projects are responding to recognized needs and/or filling gaps; (ii) relevance of the approaches: whether the design of the interventions, the resources allocated are realistic, integrate available knowledge and experience and adhere to recognized national or international standards.

3.1.2 Effectiveness

Assessing effectiveness means ascertaining to what extent the intended outcomes of UNDP interventions have been attained, to what degree UNDP contributed to the observed results⁹⁹, whether unintended results (positive or negative) have been generated and explain the key explanatory factors. In particular, the ADR will seek to assess to what extent interventions have succeeded in reaching poorer people or special groups, for example, women, the youth, the physically challenged and people living with HIV/AIDS if the latter were the intended beneficiaries.¹⁰⁰

3.1.3 Efficiency

The balance between the results achieved by the UNDP programme and the resources allocated to it. This includes: (i) managerial efficiency, e.g., respecting timelines, executing projects within the foreseen budgets, reducing transaction costs; (ii) programmatic efficiency: strategic concentration on a set of core activities that are expected to produce significant results.

3.1.4 Sustainability

Sustainability is the likelihood that results and benefits generated through a set of interventions will continue once UNDP support is reduced or phased out. The following sub-criteria will be considered: (i) sustainability at design: whether exit strategies were devised considering crucial factors such as political will and support, budgetary allocations for operational costs, existing technical skills, environmental preservation; and (ii) scaling up pilot and catalytic interventions: whether UNDP has built up on pilot experience so that knowledge and lessons learned can foster innovations, propagate good practices and drive policy and strategy changes.

3.2 STRATEGIC POSITION OF UNDP

At the strategic level, the ADR will consider the following criteria: (a) strategic relevance and responsiveness, (b) exploiting UNDP comparative strengths and (c) promotion of United Nations values from a human development perspective.¹⁰¹

Table A1. Key Thematic Areas and Expected Results of UNDP 2006–2010

Area	Expected UNDP Results (outcomes)
Economic Policy	Improved national planning through effective/well-prepared M&E systems
	National Development Planning Frameworks and policies reflect the MDGs
	More effective pro-poor budgeting, management and economic growth planning
Sustainable Livelihoods	Increased production, productivity and income-generating capacity in deprived sectors and districts
	Ghana's private sector competitiveness enhanced
Partnerships	Communication and reinforcement of strategic partnerships
Governance	Access to justice and respect for basic and human rights improved
	Decentralized governance strengthened
	Enhanced and effective mechanism in place for control of Small Arms proliferation, conflict prevention, management and resolution
Energy and Environment	Establishment of regulatory framework for ensuring sustainable use of natural resources for improved livelihood
	Sustained biomass use and promotion of alternate cooking devices and fuels for household sector

⁹⁹ The results may as well be the effect of other external factors, including the interventions of other UNDP partners.

¹⁰⁰ These categories were considered in the 2007 National Human Development Report on Exclusion.

¹⁰¹ These criteria are drawn from the standardized UNDP, 'Assessment of Development Results Methodology Manual' Evaluation Unit.

3.2.1 Strategic relevance and responsiveness

Relevance is assessed at a higher programme level rather than individual project or initiative level. The fundamental question is whether UNDP's programme has been addressing the development challenges of the country and whether it has been able to adapt to a changing development context. In particular, the ADR will assess whether UNDP has been addressing the development challenges and priorities in support of national strategies and policies, whether UNDP has provided a balanced mixture of support at the policy and grassroots levels.

It will also assess whether UNDP has been responsive to the evolution over time of development challenges and the priorities in national strategies, or unexpected crises and emergencies, and whether there has been an adequate balance between responsiveness to short-term demands and long-term structural development needs.

3.2.2 Assessing how UNDP has exploited comparative strengths

While UNDP's programme may have been relevant or responsive in addressing development challenges or in promoting its corporate values, the question is here posed in terms of bringing to bear specific strengths, skills and specialties of UNDP and of its partners. This includes: (i) leveraging UNDP's own comparative strengths such as its regional and global network of experience and expertise; (ii) coordination with other agencies within the United Nations system (including UNDP's associated funds such as UNIFEM, the United Nations Capital Development Fund (UNCDF), and United Nations Volunteers (UNV)) that may have a specific mandate or institutional expertise in a given sector; (iii) assisting the government in accessing South-South cooperation opportunities.

3.2.3 Promoting United Nations values from a human development perspective

This includes: (i) assisting in attaining the

MDGs – whether UNDP is assisting the government to develop its own plan of action and to monitor and assess progress made towards the achievement of its goals; (ii) contribution to gender equality – whether UNDP's programme is designed to appropriately incorporate across thematic areas contribution to the attainment of gender equality; (iii) addressing equity issues – whether UNDP's programme is based on the proper assessment of the plight and needs of vulnerable or disadvantaged segments of society (disadvantaged regions, ethnic/tribal minorities, disadvantaged groups); (iv) the credibility of UNDP as a substantive partner in high-level policy dialogue activities.

3.3 MANAGERIAL AND OPERATIONAL ASPECTS

Evaluations, unlike audit exercises, do not aim at verifying compliance with organizational rules and procedures. Managerial aspects are thus not an evaluation criterion but rather one of the explanatory factors for performance. They will be considered to the extent they contribute to shed light on programmatic and strategic aspects. Below are examples of managerial themes that the ADR may consider:

- i. Country office organization and human resources: does the current staffing ensure the availability of expertise available in crucial areas?
- ii. M&E: is the current M&E system providing timely and meaningful information to the office so that managerial and technical decisions can be taken to improve the programme's effectiveness?
- iii. Data organization/knowledge management: did UNDP set up a system that makes documentation and knowledge readily available to its staff and users?
- iv. Communication: was UNDP pro-active in communicating its approaches, disseminating its findings and substantive experience?

4. SOURCES AND METHODOLOGICAL ISSUES

SOURCES

The ADR will draw conclusions based on triangulation of evidence from different methods and sources (secondary and primary). Secondary sources refer to the documents, studies, analyses prepared before the current ADR, including project and outcome evaluations carried out by the UNDP country office, as well as progress report of projects, and other documents produced by UNDP, implementing partners, or other organizations. They will also include national sector policy and strategic documents.

Secondary sources will be the object of a systematic desk review, producing preliminary learning hypotheses to be validated through primary data collection. Primary information and data will have to be collected *ex novo* by the current ADR through: (i) individual interview with key informants; (ii) focus groups on selected topics; and (iii) field observations (Table A2).

STRATEGIC LEVEL

It is expected that primary data will be collected through individual interviews and focus-group discussions. The stakeholders to be involved include UNDP, selected United Nations agencies, government institutions (particularly at the central level) bilateral and multilateral donors, and civil society. National sectoral specialists and scholars that are conversant with Ghana's history and country context would also be a valuable knowledge source.

Thematic Level – Project-related Information

Primary data will be gathered through individual, interviews, field visits and focus groups. Considering time and budget constraints, a sample of projects has been extracted by the Evaluation Office, after a thorough discussion with UNDP country office staff. About 15 projects supported by UNDP in the 2002–2009

period have been sampled and are being subjected to an in-depth desk review of the available documentation, including existing evaluation studies. Selection of projects responded to the following criteria: (i) coverage of outcomes regarding UNDP programming documents (CCF, CPD); (ii) keeping a balance between projects that relate to upstream support to policy dialogue and projects that are implemented at the grassroots (community and village level); (iii) coverage of national execution and direct execution projects; (iv) representativeness of the main stakeholders of UNDP. The list of sampled projects is presented in Table A4.

After a desk review of the available documents, the ADR consultants' team will conduct interview and focus-group discussions in Accra. Thereafter, the team will undertake field visits of a smaller sub-sample of projects (tentatively four to five). Given the limited time available for field visits (about three to four working days), it is suggested that field visits be organized in areas of high concentration of UNDP field activities, tentatively the Northern and Ashanti Regions (see also Table A2).

NON-PROJECT ACTIVITIES

UNDP activities are not limited to projects. They also include other initiatives such as stakeholders' consultation, advocacy, networking, resource mobilization and coordination. Primary data is expected to be collected mainly through individual interviews and focus group discussions.

Assessing UNDP Contribution

Several actors cooperate in UNDP projects and programmes, such as national public institutions, the civil society, international organizations, as well as, of course, UNDP. Other exogenous factors may determine certain development results, for example, an economic downturn or a major natural event. How can UNDP's contribution be identified? Realistically, in an ADR context, the following approaches may be considered.

Table A2 Overview of Data and Information Collection Techniques

Level	Method of data collection	Sources
Strategic level	Individual interviews Focus groups	UNDP, selected United Nations organizations, government institutions (particularly at central level), bilateral and multilateral donors, civil society and sectoral specialists conversant with Ghana’s history and country context.
Programmatic level: Project activities	Desk review	Projects from 2006 – 2010 generation: Sample of ~15 projects will be selected for in-depth desk review. The sample should be representative of the main UNDP thematic areas and sub-areas in which the UNDP is involved
	Individual interviews	Interviews in the capital will be conducted for the sampled projects with project funding agencies, executing agencies and project users. The objective of the interviews is to follow up on the desk review, collect further information and elicit perceptions from stakeholders that have been engaged at different stages and with different roles in UNDP interventions.
	Field visits	A smaller sub-sample of four to five projects will be selected for field visits to two regions in areas of high concentration of UNDP activities, for example, Northern Region and Ashanti Region. Field activities represent a further step to validate preliminary analysis and add information and content to the triangulation processes. Field visits will mainly concern local offices of government agencies (for example, the Environment Protection Agency), local offices of partner NGOs and civil society organizations, villages and final project users.
Programmatic level: Non-project activities	Interviews	Non-project activities include initiatives such as stakeholders’ consultation, advocacy, networking, resource mobilization and coordination). Primary data will be collected mainly through interviews. Many of the stakeholders to be interviewed may coincide with those involved at the programmatic and project level and will be interviewed only once.

- Understanding the nature of UNDP interventions (what did it do exactly?) and documenting the type of the ‘value added’ brought by UNDP interventions (for example technical skills and expertise, conceptual frameworks and methods that were not available before);
- Apply the ‘before and after’ criterion (which situation prevailed before the UNDP intervention and how has it changed up to date?) and check through interviews and
 - documental evidence whether alternative explanations can be invoked;
 - When realistically feasible, the ADR team might also consider a ‘without UNDP intervention’ case that can be compared against a ‘with UNDP intervention’ one.

ASSESSING LONG-TERM RESULTS WITHIN A SHORT TIME-FRAME

UNDP outcomes are often expressed as long-term

development objectives, while evaluators may come at an earlier stage when such objectives cannot (yet) be observed. This is shown in Figure A1 which epitomizes the chain of expected effects of many UNDP interventions. Projects (step 1) generate direct outputs often in the short term (step 2). Such outputs, in turn, foster intermediate results and change processes (step 3). Such intermediate results, in addition to other external factors may lead to the achievement of the final results (step 4) in the medium term.

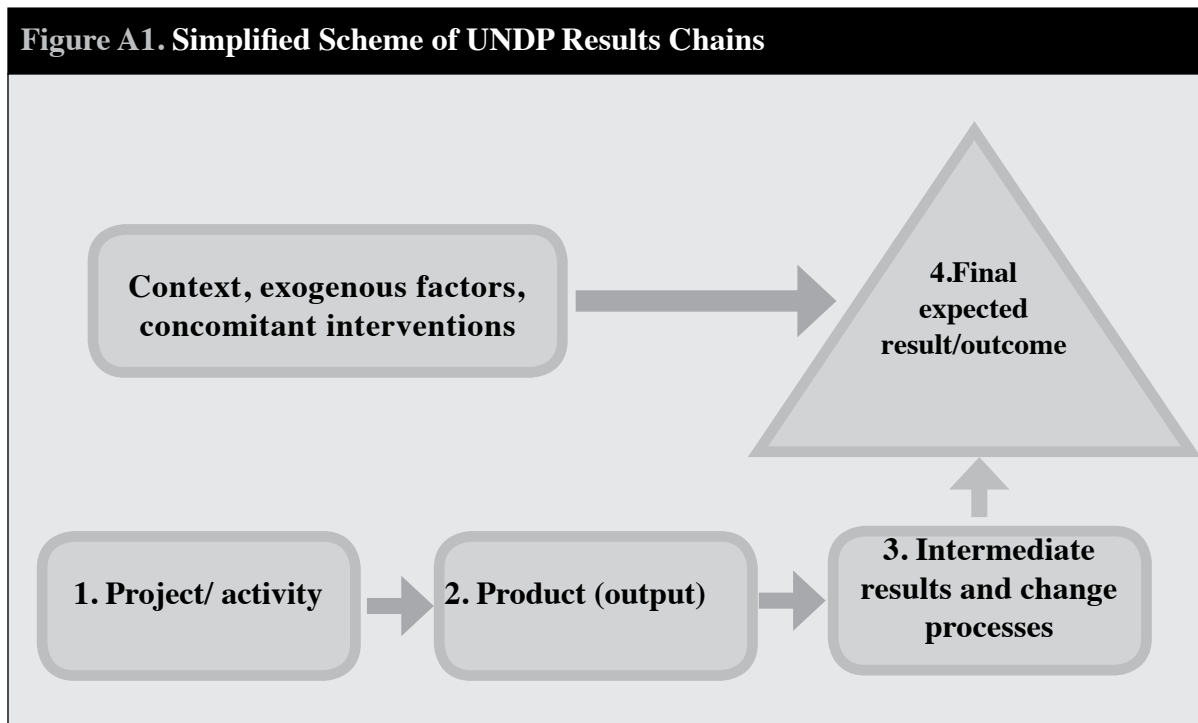
While, according to the strict definitions, assessing the development results would require assessing long-term results, in several instances, the ADR team may only be able to observe intermediate processes (step 3). If that is the case, the ADR team will explain in their analysis that certain longer-term development results require a longer gestation period. They will present the intermediate results that can already be observed (medium –term effectiveness), explain how the latter are connected to the long-term results and identify the factors that may contribute to or thwart the achievement of long-term results (this may in part be treated under sustainability).

5. ROLE OF NATIONAL AUTHORITIES

The ADR was initially planned for 2009 and a scoping mission was fielded from 23 to 27 February 2009. TORs were formulated and a team of independent consultants was recruited in 2009. An ADR team was selected. Following the UNDP country programme extension to 2011, the evaluation was re-scheduled to early 2010. In late 2009, the Senior Management of the Evaluation Office requested that options be explored in order to facilitate a more active engagement of the Government of Ghana in the process. The main objectives are to ensure that national perspectives and development priorities are fully taken into account in the ADR process and to enhance the value and facilitate the use of evaluation findings and recommendations by national authorities.

A specific preparatory mission was conducted in February 2010. Meetings were held with representatives of the Ministry of Finance, the NDPC and the Policy Evaluation and Oversight Unit of the Office of the President. Alternative options were considered to enhance the involvement and participation of the national public authorities of

Figure A1. Simplified Scheme of UNDP Results Chains



Ghana, while preserving the typical independence of the exercise, in line with the UNDP Evaluation Process. Options were weighed, taking into consideration the available human resources in the concerned national agencies, institutional mandates and time constraints.

Consensus emerged, among the national public agencies represented, on introducing the following features into a typical ADR process:

1. Appointment of a national 'reference group' representing government agencies, to be appointed by the Government of Ghana, and to be in charge of coordinating interactions of Ghanaian national authorities throughout the ADR process.
2. Comments on the present draft TORs of the ADR to be provided by the reference group, highlighting in particular special themes or topics of importance for the national counterpart.
3. Preparation of a briefing note on the national development context and priorities for UNDP 2002–2009. This will ensure that national perspectives are understood by the ADR consultants' team. The reference group will supervise the preparation of the briefing note.
4. Proposal of an external independent reviewer who will not be a member of the ADR consultants' team: their role will be to contribute to quality assurance of the ADR report. The reviewer would be a reputable development specialist without previous involvement in the UNDP programme and proposed by the reference group.
5. The reference group will participate in the stakeholders' workshop organized at the end of the main mission.
6. Comments on the draft report will be provided by the reference group, by coordinating input from relevant national agencies.
7. The reference group will provide feedback to the ADR team and the Evaluation Office,

as deemed appropriate during the evaluation process.

6. ADR TEAM

The Evaluation Office policy on ADR evaluations requires an independent evaluation team to conduct the evaluation. The independent team proposed for this ADR comprises three members. The key tasks and desired characteristics of team members are summarized below.

Consultants' Team Leader

- finalizes the ADR methodology based on the current inception report, the ADR Guidelines and Methodological Manual
- conducts a briefing mission at the UNDP Headquarters with the Evaluation Office and the relevant bureaux
- oversees the main mission preparation, programme itinerary, in consultation with the national consultant and the Evaluation Office
- leads the main mission, taking the responsibility of selected thematic areas and strategic aspects
- prepares and presents, together with the other mission members, the preliminary findings to the UNDP country office and government officials
- drafts the main evaluation report in collaboration with the other team members
- discusses and revises the draft evaluation report in consultation with the Evaluation Office task manager before presentation to the reviewers and revises the report according to the reviewers' comments
- revises the report taking into account comments from the UNDP country office, Regional Bureau, and the government
- finalizes the report and prepares a two page evaluation brief.

Team Specialist 1

- cooperates with the team leader in finalizing the methodology and preparing the main mission
- participates in the main mission and takes responsibilities of key programme areas
- contributes to the presentation of preliminary results to the country office and government officials
- writes a working paper to be used for the preparation of the main report
- comments on the draft report and helps the team leader revise the same taking into account the comments received from key partners.

Team Specialist 2

- conducts a preliminary analysis of the projects and activities sampled by the evaluation
- establishes contacts with the country office in order to facilitate the mission's preparation with particular attention to finalizing the stakeholders' mapping
- cooperates with the team leader in finalizing the methodology and preparing the main mission
- participates in the main mission and takes responsibilities of key programme areas.
- contributes to the presentation of preliminary results to the country office and government officials
- writes a working paper to be used for the preparation of the main report
- comments on the draft report and helps the team leader revise the same taking into account the comments received from key partners.

Requirements of the Team

As a whole, the team is expected to cover the range of UNDP areas of intervention in Ghana. In particular, the team should be able to cover:

- national policies and strategies for poverty reduction
- sustainable livelihood programmes, micro-finance and microenterprises
- governance and conflict prevention
- local sustainable environment interventions and environmental regulations; all mission members are normally expected to hold an advanced university degree in social sciences or a related field relevant to the ADR, and to have previous evaluation experience in development programmes or projects and in working under time constraints and respecting deadlines.

At least one team member will be a national of Ghana and at least one female team member will be selected. The team leader will be an experienced international development evaluation specialist, with team leadership experience and substantive knowledge of one or more of the programmatic areas of UNDP work in the country and knowledge of the region. Demonstrated capacity for strategic thinking and policy advice are essential. Preference will be given to candidates with familiarity with UNDP or United Nations operations. The team leader must be committed to respecting deadlines for product delivery and key milestones.

A Note on the Process

After the TORs have been commented upon by the reference group, the ADR team will conduct the main mission. At the conclusion of the mission, the ADR team will present the emerging findings from the exercise to the UNDP country office, the government reference group and other key partners. This will provide an opportunity for the ADR team to receive feedback. The team will then prepare a draft which they will first share with the Evaluation Office. The revised report will be submitted to two external independent reviewers (one of whom proposed by the reference group) for quality assurance.

The ADR team will revise the report taking into account the reviewers' comments. The revised draft will be submitted to the UNDP

country office for comments. The ADR team will independently revise the report and produce an audit trail explaining how the comments have been taken into consideration.

The report will then be submitted to the reference group for their written comments. Based on these comments, the ADR team will finalize the report and prepare a specific audit trail.

7. REQUIREMENTS FOR THE EVALUATION PROCESS

The ADR will require the full collaboration of the UNDP country office. In particular, support in the following form will be very important and highly appreciated:

1. Appointment of a focal point at the senior level in the country office team for major communication exchanges at key evaluation steps. Appointment of a focal point in the country office for logistics, documentation collection, organization of meetings, field trips and practical arrangements throughout the evaluation process;
2. Transportation support during the main mission, within the capital and outside and office space for the ADR team in the UNDP premises, including access to Internet and to a printer;
3. During the entire evaluation process and particularly during the main mission, the country office will cooperate with the ADR team and respect its independence and need to freely access data, information and people that are relevant to the exercise. From its side, the ADR team will act in a transparent manner; will interact regularly with the UNDP country office and national government counterparts at critical junctures;
4. Timely dispatch of written comments on the draft evaluation report. Cooperation in distributing the revised draft report to the government and facilitation in order to transmit the government's comments to the Evaluation Office in a timely manner.

8. EVALUATION PRODUCTS AND COMMUNICATION OF THE RESULTS

Table A3: Tentative Timeframe for the Evaluation Process

ACTIVITY	ESTIMATED TIME
Team leader visit to UNDP HQ – New York	28 September – 2 October 2009
Desk review and analysis of documentation	November 2009 – February 2010
Preparatory mission and TORs submitted to UNDP and government reference group	February 2010
Main mission to Ghana (four weeks)	1 March 2010 – 4th week March
Stakeholder workshop at the end of main mission	March 4th week 2010
ADR team submits first draft to the UNDP Evaluation Office	2nd week May 2010
Revised draft submitted to external independent reviewers for quality enhancement	4th week May 2010
Feedback from independent reviewers	2nd week June 2010
Draft report submitted to UNDP country office for comments	4th week June 2010
Comments from country office	3rd week July 2010
Revised report submitted to government reference group for comments	2nd week August 2010
Comments from government reference group	2nd week September 2010
Report finalized	4th week September 2010

The following products will be made available: (i) main evaluation report, (~45 pages plus annexes); (ii) evaluation brief synthesizing the evaluation findings (no more than two pages) to disseminate the results.

After the report has been finalized, the UNDP country office and regional bureau will prepare a management response explaining how the main recommendations will be followed up.

The ADR report, the management response and the new UNDP CPD will be submitted to the UNDP Executive Board in June 2011.

The main report and the management response

will be made available to the public on the ERC website.¹⁰³ Other measures may be taken to disseminate the report, for example, through regional (AfrEA) or international (IDEAS, DAC) evaluation networks. Ad hoc presentations in Ghana and at UNDP headquarters may also be organized.

9. TIME-FRAME

The results of the ADR are expected to inform the new CPD for Ghana (2011 to 2014) and it would be desirable that the ADR be completed by September 2010. The tentative time-frame for the evaluation process is presented in Table A3.

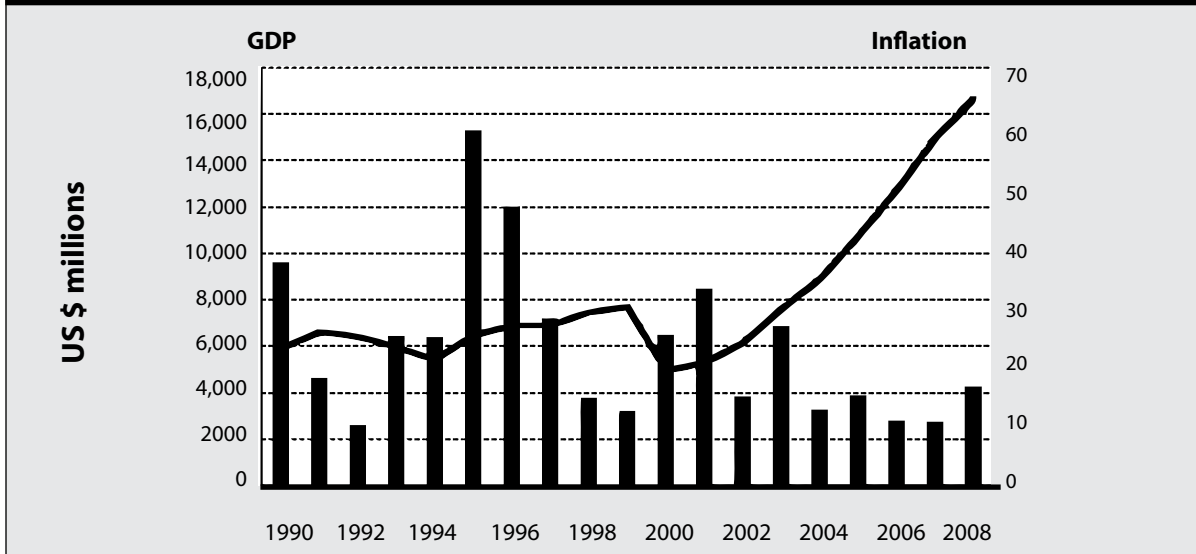
Table A4: Selected Sample of Projects for ADR Review		
	Governance Unit	Type of review
1	Conflict Prevention Project, including small arms	Desk, interviews Accra, field visits
2	Civil Society Capacity Development	Desk, interviews Accra
3	Support to Prison Reform in Ghana	Desk, interviews Accra
	Economic Policy and Planning Support Unit	
4	Building Capacity for Planning	Desk, interviews Accra
5	District HDR	Desk, interviews Accra
6	Joint data management programme	Desk, interviews Accra
	Sustainable Livelihoods and Employment Creation Unit	
7	Sustainable Rural Livelihoods	Desk, interviews Accra, field visits
8	Capacity Building for MSMEs	Desk, interviews Accra
9	Cadbury Cocoa Partnership	Desk, interviews Accra
10	Millennium Village 2 – Ghana-Bonsaaso Village	Desk, interviews Accra, field visits
	Strategic Partnerships and Communications' Unit	
11	ICT for Development – 2	Desk, interviews Accra
12	Communication for Effective Development	Desk, interviews Accra
	Environment and Energy Unit	
13	Enhancing access to Sustainable Energy Services for Poor People in Ghana	Desk, interviews Accra, field visits
14	Enhancing National Strategies for Disaster Risk Reduction	Desk, interviews Accra
15	Sustainable Land Management for Mitigating Land Degradation	Desk, interviews Accra, field visits

¹⁰³ erc.undp.org

Annex 2

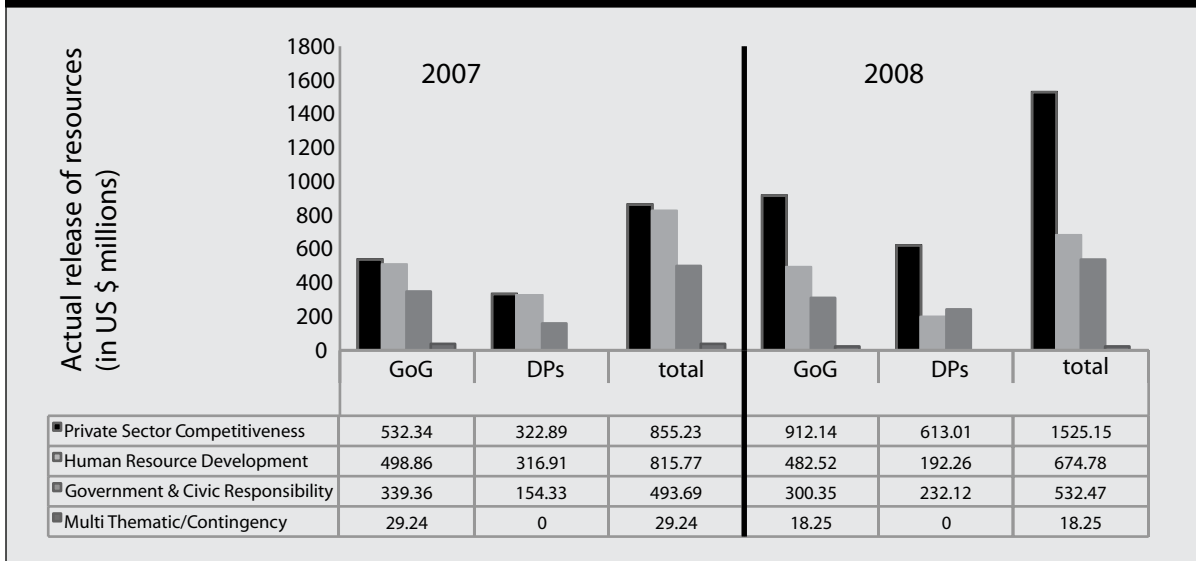
TABLES AND FIGURES ON GHANA

Figure A2. Ghana Macro-Economic Trend 1990-2008



Source: World Bank Indicators 2009

Figure A3. Release of Resources for GPRS II 2007 - 2008



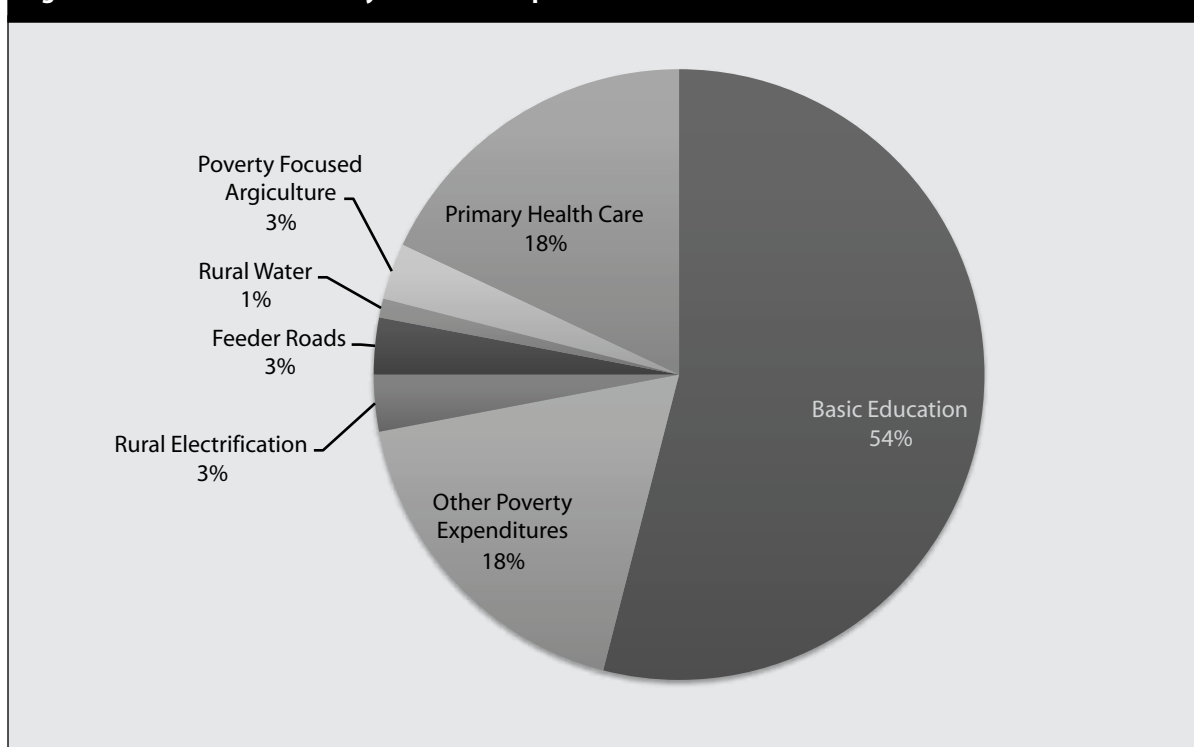
Source: NDPC 2008 Annual Report on Implementation of GPRS II

Table A6 Trends in Poverty Reduction Expenditure 2006–2009

Poverty related item	2006		2007		2008		2009*	
	Gh¢ ('000)	%	Gh¢ ('000)	%	Gh¢ ('000)	%	Gh¢ ('000)	%
Basic education	470 789	38.0	435 267	41.4	748 446	47.2	690 964	54.3
Primary health care	198 264	16.0	247 546	23.6	286 051	18.1	224 257	17.6
Poverty-focused agriculture	48 440	3.9	26 917	2.6	73 358	4.6	38 279	3.0
Rural water	18 654	1.5	16 465	1.6	21 512	1.4	6 596	0.5
Feeder roads	76 695	6.2	53 041	5.0	79 786	5.0	43 485	3.4
Rural electrification	101 178	8.2	75 829	7.2	60 873	3.8	33 887	2.7
Other poverty expenditures	323 384	26.1	195 703	18.6	314 250	19.8	235 301	18.5
Total poverty reduction expenditure	1 237 403	100.0	1 050 767	100.0	1 584 276	100.0	1 272 771	100.0
Total poverty reduction expenditure as % of total GoG expenditure	34.8		22.8		22.3		26.8	

Source: NDPC 2008 Annual Report on Implementation of GPRS II; *Government Budget Statement and Economic Policy for 2010 Financial Year

Figure A4: Government Poverty Reduction Expenditure 2009



Source: Ghana Budget Statement and Economic Policy for 2010 Financial Year

Table A6 Progress with Achievement of Millennium Development Goals**Goals that will probably be achieved****Goal 1: Halving extreme poverty and hunger**

Ghana has achieved significant reductions in extreme poverty since the 1990s, and is on track to achieve the MDG target. Political stability, steady economic growth and external assistance have contributed to this. However, not all people are benefiting – the Gini-index has risen from 0.353 in 1991/1992 to 0.394 in 2005/2006, reflecting an increase in inequality.¹⁰⁴ There are regional disparities, with the three northern regions having high proportions of people living in extreme poverty. Women and youth are over-represented in the ranks of the unemployed. There have been some improvements in reducing malnutrition among children under five years, but the probability of achieving the goal of halving extreme hunger is at risk.

Goal 3: Promote equality and empower women

There has been significant progress in achieving gender parity in primary education, with the ratio of female-to- male enrolment at 99 percent in 2008. Female-to-male enrolment ratios decline with secondary education (88 percent) and tertiary education (54 percent). An area of concern for the government is the decline in female participation rates in senior high school since 2005/2006. Female participation as measured by the proportion of women who hold seats in the national Parliament declined from 10.9 percent following the 2004 election to 8.7 percent following the 2008 election.

Goal 4: Reduce child mortality – reduce by two thirds under-five mortality, between 1990 and 2015

The under-five mortality rate in Ghana is declining, but the current rate of decline is not sufficient to achieve the target of 40 by 2015. The under-five mortality rate was 118 per 1000 in 1990 and even though there have been interventions to improve children's health, Ghana has only managed to reduce the rate to 76 deaths per 1000 children by 2008. There is, however, a downward trend and by intensifying child survival efforts the probability of achieving this goal can increase.

Goals with potential for achievement**Goal 2: Achieve universal access to primary education**

Ghana has made rapid progress in this area, with increases in gross enrolment ratios and net enrolment ratios. The gross enrolment ratio for primary school increased from 77 percent in 1999 to 99 percent in 2008, while the net enrolment ratio increased from 56 percent to 74 percent over the same period. Girls entering primary school, however, are still less likely to complete the level than are boys.

Goal 6: Combat HIV/AIDS, malaria and other diseases – halt and reverse the spread of HIV/AIDS, malaria and other diseases

Ghana has a low prevalence of HIV, the rate among people aged 15–49 years was 1.9 in 2008 down from the 2.5 peak in 1999. Reduction in the prevalence rate has been very slow, suggesting stabilization rather than reversal of HIV. The government is concerned about the regional differences in prevalence rates and increasing unprotected sex among youth. There have been noticeable improvements in detection and treatment of TB cases. The infant mortality rate from malaria declined from 3.7 percent in 2001 to 2.1 percent in 2007.¹⁰⁵ However, malaria still remains the leading cause of mortality and morbidity among pregnant women and children under five years.

Goals unlikely to be achieved**Goal 5: Improve maternal health – reduce maternal mortality ratio by three quarters between 1990 and 2015**

Ghana has put a number of initiatives in place to reduce maternal mortality, including declaring maternal mortality a national emergency. The decline in the maternal mortality ratio has been slow, from an estimated 560 per 100,000 live births in 2004, to 451 per 100,000 live births in 2008.

Goal 7: Environmental sustainability – halving by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation

Access to safe drinking water has improved since the 1990s – the proportion of people with no access to safe drinking water was halved from 50 percent in 1991/1992 to 24 percent in 2005/2006.¹⁰⁶ The coverage has improved to 77 percent in 2008. There have also been improvements in rural water coverage from 55 percent in 2003 to 76 percent in 2008. By contrast, urban coverage decreased in the same period, from 83 percent to 79 percent.¹⁰⁷ This may be a reflection of growing urban poverty resulting from migration to urban centres. Progress with reversing the loss of natural resources is slow, though the government has begun to integrate principles of sustainable development into policies. This target of Goal 7 is unlikely to be achieved. Note that the updated MDG report indicates that the goal of access to safe drinking water has been achieved and that the goal of access to improved sanitation is unlikely to be achieved.

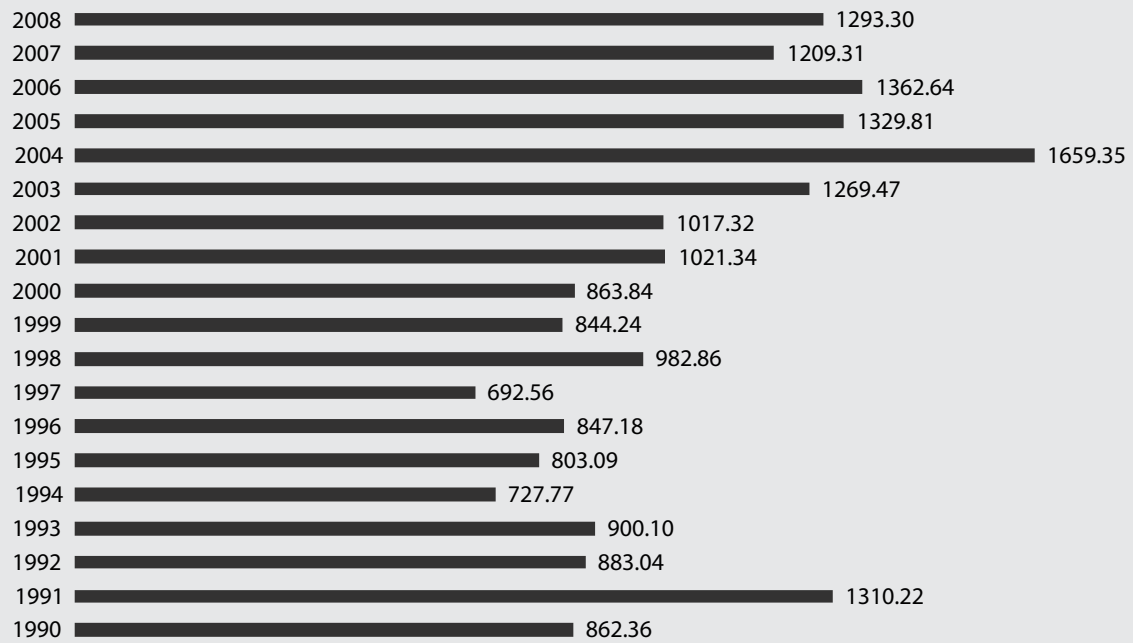
¹⁰⁴ UNDP, 'Beyond the Mid Point: Focusing UNDP Support for Achievement of the MDGs', Ghana Case Study, Draft Report, August 2009.

¹⁰⁵ Ibid.

¹⁰⁶ Ibid.

¹⁰⁷ Government of Ghana, 'Budget Statement and Economic Policy of the Government of Ghana for the 2010 Financial Year', Presented by Dr, Kwabena Duffuor, Minister of Finance and Economic Planning, Accra, 18 November 2009.

Figure A5 Net ODA disbursements to Ghana: 1990–2008



Source: OECD-DAC Statistics

Annex 3

GHANA ASSESSMENT OF DEVELOPMENT RESULTS INTERVIEW PROTOCOL

Theme:	Project:	Location:
Interviewer:	Person(s) interviewed: Name and position	Date and time:

Note on interviews

At beginning of interview

- Check that all relevant people are present
- Obtain correct names and positions. Ask for business cards where possible.
- Give brief overview of ADR purpose and process
- Check for understanding of ADR purpose and process

End of interview

- Ask for copies of documents or web links for documents
- Give contact details for forwarding information

Interview

- Interview is divided into 3 parts (Part A: Development Results, Part B: Strategic Position; Part C: Other issues)
- Adapt/select questions to suit interviewees and the project or theme
- Not all questions need be asked
- Additional questions to probe further will be necessary in some cases
- Notes can be recorded on template or in separate book

PART A: DEVELOPMENT RESULTS			
Criteria/ Sub-criteria	Main questions to be addressed by ADR	Specific questions for interviews	Responses
A.1 RELEVANCE			
A.1a Relevance of the objectives	<ul style="list-style-type: none"> Are UNDP activities aligned with national strategies? Are they consistent with human development needs in that area? 	<ul style="list-style-type: none"> How does the project align with national strategies (in specific thematic area)? How does the project address the human development needs of intended beneficiaries? 	
A.1b Relevance of the approaches	<ul style="list-style-type: none"> Are UNDP approaches, resources, models, conceptual framework relevant to achieve planned outcomes? Do they follow good practices? 	<ul style="list-style-type: none"> What analysis was done in designing the project? To what extent have implementing partners, development partners and other stakeholders been involved in project design? Are the resources allocated sufficient to achieve the objectives of the project? 	
A.2 EFFECTIVENESS			
A.2a Progress towards achievement of outcomes	<ul style="list-style-type: none"> Did the project or programme implementation contribute towards the stated outcome? Did it at least set dynamic changes and processes that move towards the long-term outcomes? 	<ul style="list-style-type: none"> What outcomes do the project intend to achieve? What outputs have the project achieved? What percent of the project objectives has been achieved? What changes can be observed as a result of these outputs? In addition to UNDP interventions, what other factors may have affected the results? What were the unintended results (+ or -) of UNDP interventions? 	
A.2b Outreach	<ul style="list-style-type: none"> How broad are the outcomes (e.g., local community, district, regional, national)? 	<ul style="list-style-type: none"> Are the results of the project intended to reach local community, district, regional or national level? 	
A.2c Poverty depth/ equity	<ul style="list-style-type: none"> Who are the main beneficiaries (poor, non-poor, disadvantaged groups)? 	<ul style="list-style-type: none"> Who are the target beneficiaries and to what extent have they been reached by the project? How have the particular needs of disadvantaged groups been taken into account in the design and implementation of the project? 	
A.3 EFFICIENCY			
A.3a Managerial efficiency	<ul style="list-style-type: none"> Has the project or programme been implemented within deadline and cost estimates? Have UNDP and its partners taken prompt actions to solve implementation issues? 	<ul style="list-style-type: none"> Have there been time extensions on the project? What were the circumstances giving rise to need for time extension? Has there been overexpenditure or under-expenditure on the project? What mechanisms does UNDP have in place to monitor implementation? Are these effective? Comment on UNDP's promptness in transfer of funds, procurement, etc., for implementing partners? 	
A.3b Programmatic efficiency	<ul style="list-style-type: none"> Were UNDP resources focused on the set of activities that were expected to produce significant results? Was there any identified synergy between UNDP interventions that contributed to reducing costs while supporting results? 	<ul style="list-style-type: none"> Are resources concentrated on the most important interventions or are they scattered/ spread thinly across interventions? 	

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A.4 SUSTAINABILITY			
A.4a Design for sustainability	<ul style="list-style-type: none"> ■ Were interventions designed to have sustainable results given the identifiable risks? ■ Did they include an exit strategy? 	<ul style="list-style-type: none"> ■ Does/did the project have an exit strategy? ■ To what extent does the exit strategy take into account the following: <ul style="list-style-type: none"> ■ Political factors (support from national authorities) ■ Financial factors (available budgets) ■ Technical factors (skills and expertise needed) ■ Environmental factors (environmental appraisal) 	
A.4b Issues at implementation and corrective measures	<ul style="list-style-type: none"> ■ What issues emerged during implementation as a threat to sustainability? ■ What were the corrective measures that were adopted? 	<ul style="list-style-type: none"> ■ What unanticipated sustainability threats emerged during implementation? ■ What corrective measures did UNDP take? 	
A.4c Scaling up of pilot initiatives and catalytic interventions	<ul style="list-style-type: none"> ■ Is/was there a plan for scaling up pilot initiative if successful? 	<ul style="list-style-type: none"> ■ What actions have been taken to scale up the project if it is a pilot initiative? 	

PART B: STRATEGIC POSITION			
Criteria/ Sub-Criteria	Main questions to be addressed by the ADR	Specific questions for interviews	Responses
B.1 STRATEGIC RELEVANCE AND RESPONSIVENESS			
B.1a Relevance against the national development challenges and priorities	<ul style="list-style-type: none"> ■ Did the United Nations system as a whole, and UNDP in particular, address the development challenges and priorities and support the national strategies and priorities? 	<ul style="list-style-type: none"> ■ How did UNDP address national strategies in this thematic area? Which national strategies does the programme address? ■ Are there other important areas that UNDP is addressing that are not official strategies? How is UNDP addressing these? 	
B.1b Leveraging the implementation of national strategies and policies	<ul style="list-style-type: none"> ■ Did the UNDP's programme facilitate the implementation of the national development strategies and policies and play a complementary role to the government? 	<ul style="list-style-type: none"> ■ Provide an example of how UNDP's programme complements efforts of the government. What role does UNDP play?: <ul style="list-style-type: none"> ■ technical adviser ■ facilitate dialogue ■ facilitate operations ■ facilitate access to knowledge ■ build capacity 	
B.1c Relevance of UNDP approaches	<ul style="list-style-type: none"> ■ Is there a balance between upstream and downstream initiatives? Balance between capital and regional/local interventions? Quality of designs, conceptual models? 	<ul style="list-style-type: none"> ■ What do you think of UNDP's approach: <ul style="list-style-type: none"> ■ Is there balance between upstream and downstream initiatives? ■ Is there balance between Accra, regional and local interventions? ■ Is there balance between regions – north versus south? 	
B.1d Responsiveness to changes in context	<ul style="list-style-type: none"> ■ Was UNDP responsive to the evolution over time of development challenges and the priorities in national strategies or shifts due to shifts in external conditions? ■ Did UNDP have adequate mechanisms to respond to significant changes in the country situation, in particular in crises and emergencies? 	<ul style="list-style-type: none"> ■ How has UNDP responded to the major changes in Ghana, for example: <ul style="list-style-type: none"> ■ the political transition ■ the impact of the global recession ■ oil and gas issue ■ changes in donor environment (new entrants) ■ provide examples to illustrate ■ How agile is UNDP in responding to crises and emergencies? Provide an example to illustrate. 	

(cont'd)▶

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B.1e Balance between short-term responsiveness and long-term development objectives	<ul style="list-style-type: none"> How do the short-term requests for assistance by the government balance against long-term development needs? 	<ul style="list-style-type: none"> How does UNDP mediate tension between short-term demands and long-term goals? Provide an example to illustrate. What was the result? 	
B.2 EXPLOITING COMPARATIVE STRENGTHS			
B.2a Corporate and comparative strengths	<ul style="list-style-type: none"> Was the UNDP strategy designed to maximize the use of its corporate and comparative strengths? Expertise, networks and contacts? 	<ul style="list-style-type: none"> Provide example(s) of UNDP using its networks and expertise. 	
B.2b Coordination and role sharing within the United Nations system	<ul style="list-style-type: none"> Actual programmatic coordination with other United Nations organizations in the framework of the UNDAF, avoiding duplications? 	<ul style="list-style-type: none"> Is there joint programming with other United Nations organizations on this programme/outcome? How does UNDP deal with actual or potential overlaps with other organizations? Do the government (and implementing partners), development partners, and other stakeholders experience a coherent United Nations system in Ghana? 	
B.2c Assisting the government to use external partnerships and South-South cooperation	<ul style="list-style-type: none"> Did UNDP use its network to bring about opportunities for South-South exchanges and cooperation? 	<ul style="list-style-type: none"> Provide example(s) where UNDP has assisted the government to participate in South-South exchanges, using UNDP's own networks and experiences in other countries. What has been the result? 	
B.2d Partnership with associated funds and programmes	<ul style="list-style-type: none"> Did UNDP help exploit comparative advantages of associated funds (UNV, UNIFEM, UNCDF) e.g., in a specific technical matter? 	<ul style="list-style-type: none"> Which other United Nations funds and programmes has UNDP drawn on for this programme? How effective has this been? 	
B.3 PROMOTION OF UNITED NATIONS VALUES FROM A HUMAN DEVELOPMENT PERSPECTIVE			
B.3a Assisting in the attainment of the MDGs	<ul style="list-style-type: none"> Is the United Nations system, and UNDP in particular effectively supporting the government in monitoring achievement of the MDGs? 	<ul style="list-style-type: none"> What assistance has UNDP provided to support the government in monitoring the MDGs? Can you comment on how effective this support has been? 	
B.3b Contribution to gender equality	<ul style="list-style-type: none"> The extent to which the UNDP programme is designed to appropriately incorporate in each outcome area contributions to attainment of gender equality. The extent to which UNDP supported positive changes in terms of gender equality and were there any unintended effects? 	<ul style="list-style-type: none"> Provide example(s) of how the programme contributes to gender equality. Can results of programme be disaggregated by gender? 	
B.3c Addressing equity issues	<ul style="list-style-type: none"> Did UNDP programme take into account the plight and needs of vulnerable and disadvantaged to promote social equity? 	<ul style="list-style-type: none"> Provide example(s) of how the programme takes into account the needs of vulnerable and disadvantaged groups. 	
B.3d Credibility of UNDP	<ul style="list-style-type: none"> Is UNDP considered capable of providing leadership and contributing to substantive and high-level policy dialogue on human development issues in the country, particularly potentially sensitive topics? 	<ul style="list-style-type: none"> Describe an example of UNDP contribution to high level or substantive policy dialogue. What was the outcome? How would you rate UNDP's leadership in this particular area (theme/programme)? 	

PART C: OTHER ISSUES		
Issue	Specific questions for interview	Responses
C.1 Engagement with civil society	<ul style="list-style-type: none"> ■ Who are the main CSO with whom UNDP engages? ■ What is the nature of the engagement, e.g., implementing partner, advocacy, critical friend? ■ What support has UNDP provided for civil society to engage with the government and/or with the United Nations system? ■ From perspective of civil society, how effective is UNDP in engaging with civil society? 	
C.2 Regional and trans-boundary issues	<ul style="list-style-type: none"> ■ How does the specific project or programme contribute to regional public goods, for example, regional peace and security, regional environmental management, Ghana's relationships with immediate neighbours? 	
C.3 Non-project activities	<ul style="list-style-type: none"> ■ Check for non-project activities not covered by previous questions. These include stakeholder consultation, advocacy, networking, resource mobilization and coordination. ■ Comment on how well or otherwise UNDP performs these activities. 	
C.4 Lessons learned	<ul style="list-style-type: none"> ■ What important lessons have been learned? Be specific. 	
C.5 Suggestions	<ul style="list-style-type: none"> ■ Do you have suggestions for how UNDP can improve or change? What specific actions can UNDP take? 	

Annex 4

GHANA CPD 2006–2010 OUTCOME MAPPING

Ghana CPD 2006–2010		Outcome Mapping	
	Outcome	Core Result	Practice Area 1
1	Improved national planning through effective/well prepared M&E systems	Statistical capacities and analytical processes for regular MDG reporting established	Achieving the MDGs and reducing human poverty
2	National Development Planning Frameworks and policies reflect the MDGs	National events and dialogue on major development issues organized	Achieving the MDGs and reducing human poverty
3	More effective pro-poor budgeting, management and economic growth planning	PRS/PRSP prepared through substantive participatory process to ensure clear linkages with human development and the MDGs	Achieving the MDGs and reducing human poverty
4	Increased production, productivity and income generating capacity in deprived sectors and districts	Replicable local poverty initiative(s) linked to policy change, undertaken	Achieving the MDGs and reducing human poverty
5	Ghana's private sector competitiveness enhanced	Specific policy/law adopted to support socially and environmentally responsible private sector development	Achieving the MDGs and reducing human poverty
6	Access to justice and respect for basic and human rights improved	Poor and disadvantaged groups empowered to seek remedies for injustices, and justice institutions enabled to be responsive to claims, consistent with international human rights norms	Fostering democratic governance
7	Decentralized governance strengthened	Decentralization policies, including fiscal and legal frameworks, adopted	Fostering democratic governance
8	Establishment of regulatory framework for ensuring sustainable use of natural resources for improved livelihood	Sustainable management of environment and natural resource incorporated into poverty reduction strategies/key national development	Energy and environment for sustainable development
9	Sustained biomass use and promotion of alternate cooking devices and fuels for household sector	Access to energy services, electricity or cleaner fuels in rural areas increased	Energy and environment for sustainable development
10	Enhanced and effective mechanism in place for control of small arms proliferation, conflict prevention, management and resolution	National conflict prevention expertise in place and operational/equipped with resources (within government, CSOs or both) to effectively identify and address root causes of violent conflict	Crisis prevention and recovery

Annex 5

PEOPLE CONSULTED¹⁰⁸

GOVERNMENT OF GHANA

- Abdul-Rahman, Hanan Gundadow, Procurement Manager, Ghana Investment Fund for Electronic Communication
- Abrokwa, Koranteng, Project Officer, National Disaster Management Organization (NADMO) Headquarters
- Acquah, Isaac Charles, Project Officer, Dryland Project, Environmental Protection Agency (EPA)
- Adbotame, Richard, Assistant State Attorney, Ministry of Justice and Attorney-General
- Addo, Mary-Anne, Director of External Resource Mobilization, Ministry of Finance and Economic Planning (MoFEP)
- Agboada, Napoleon, Director, Administration, National Commission on Civic Education
- Agyenim-Boateng, Andrews, Technical Officer, Ghana Investment Fund for Electronic Communication
- Ahiataku-Togobo, Wisdom, Renewable Energy Expert, Ministry of Energy
- Aidoo, J. Tony, Head of Policy and Economic Oversight Unit, Office of the Presidency
- Akologo, Samuel Zan, Country Director, Send-Ghana
- Akoto, Mawuli, Seismologist, University of Ghana, NADMO Steering Committee Member
- Akuamoah, Samuel, Acting Director, Public Education, National Commission on Civic Education
- Allotey, Jemimah, Assistant Director (former focal point for UNDP-civil society), Ministry of Employment and Social Welfare
- Anaglate, Meteorological Department, NADMO Steering Committee Member
- Anko-bil, George Anusah, Deputy Commissioner, General Services, Ghana Police Service
- Antor, Herbert, Principal Rural Planning Officer, Ministry of Local Government and Rural Development (MLRD)
- Applerh, Jones Borteye, Acting Executive Secretary, Ghana National Commission on Small Arms
- Ashun, Superintendent Edward, Prison Headquarters, Staff Officer to Director Human Resources, Ghana Prison Service
- Attor, Kofi, Administrator, Ghana Investment Fund for Electronic Communication
- Ayerttey, Professor Ernest, University of Ghana, NADMO Steering Committee Member
- Azitariga, Firmin, Secretary to the Inspector-General, Ghana Police Service
- Bawumia, Baba, Coordinator for Peace Building, Ministry of the Interior
- Bediako, Grace, Government Statistician, Ghana Statistical Services (GSS)
- Bedu-Andoh, Kwame, Communications Manager, Ghana Investment Fund for Electronic Communication
- Bimi, Farhan Larry, Chairman, National Commission on Civic Education
- Boakye, Diana, Chief Disaster Control Officer, NADMO Headquarters
- Boateng, Isaac, Finance Director, Electoral Commission
- Botah, Eric Zunwiiri, Administrator, Ghana Multi-Media Incubator Centre

¹⁰⁸ In addition to those listed here, the ADR team received inputs from the participants at the workshop at the end of the main mission, as well as the final stakeholder workshop.

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Youth Empowerment Synergy

Hoete, Prosper, Executive Director, Youth
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Kwabah, Sampson, Coordinator, Youth Network
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Abbey, J.L.S., Executive Director, Centre for Policy Analysis
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Gordana, Professor, SLAM Project Coordinator, Northern Region, University of Development Studies
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Andah, David O, Executive Secretary, Ghana Micro-Finance Institutions Network

Appenteng-Mensah, Ken, Micro-Finance Adviser, Support Programme for Enterprise Empowerment and Development (SPEED), Ghana

Bekoe, Emmanuel, Fund Manager, SPEED Funding Facility
Boakye, Agyare, Assistant Project Manager, Private Enterprise Foundation
Boeh-Ocansey, Osei, Director-General, Private Enterprise Foundation
Kyerematen, Alan, Chairman (former Minister of Trade and Industry), John Young and Associates
Lambongang, Konlan J., Executive Secretary, Maata-N-Tudu Association
Somuah, Francis, Project Assistant, Private Enterprise Foundation
Swaithes, Anna, Project Manager, Cadbury Cocoa Partnership (telephone interview)
Tweneboa-Boateng, Nana, Chief Executive Officer, Empretec Ghana Foundation

FIELD VISITS

SUSTAINABLE RURAL LIVELIHOODS: NORTHERN AND UPPER EAST REGIONS

Mankpam Community Members, Central Gonja District, Northern Region
Medium, Small and Micro Enterprise (MSME) Community Beneficiaries, Nantong (Savelugu), Northern Region
Sankpala Community Members, Central Gonja District, Northern Region
Senanu, Edem, Project Coordinator, Africa 2000 Network
Shea Butter Women's Group, Sagnarigu Centre, Northern Region
Sumani, Osman, Project Officer, Africa 2000 Network
Talensi-Nabdam District Coordinating Team, Upper East Region
Yakubu, Adisa Lansah, Executive Director, Africa 2000 Network
Zua Community Members, Talensi-Nabdam District, Upper East Region

**SUSTAINABLE RURAL LIVELIHOODS:
ASHANTI REGION**

Amansie West District Assembly

Abdul Rahman, S.M., Deputy District
Coordinating Director

Adusei, Nana, Amansie West District
Assembly, Internal Auditor

Bashir, A. Joseph, District Planning Officer

Kwakyee-Adeefe, Ben, Former District Chief
Executive

Prempeh, Charles Oti, District Chief Executive

Sekyere-Ababio, Nana Yaw, District Budget
Officer

Millennium Villages Project

Afoakwa-Asante, Peter, Education Coordinator

Afram, Samuel Asare, Cluster Manager/Team
Leader

Agyarko, Richard, Water and Sanitation
Coordinator

Antwi, Stephen, Community Development
Facilitator

Bonsu, Alex Kwame, Community Development
Facilitator

Frimpong, Fred, Agriculture/Environment
Coordinator

Haizel, Samuel Ekow, Business Development
Coordinator

Kodie, Richmond, Education Facilitator

Mensah, Ernest Ekow, Infrastructure
Coordinator,

Mensah-Bonsu, Paulina, Sexual Reproductive
Health Facilitator

Mensah-Homiah, Joseph, Science Coordinator

Opare, Helena, Community Development
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Owusu-Achiaw, Petrina, Project Assistant

Owusu-Ansah, Lydia, Community Health
Extension Workers Coordinator

Sakyi, Gordon, Nutrition Facilitator

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Abdulai, Musah, Agricultural Extension Agent,
SLAM

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Agent, Ministry of Food and Agriculture,
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**Sustainable Land Management Farmers,
Fihini Community, Tolon Kumbungu
District**

Abdul, Leisha

Abudul Rahman, Awaobo

Abdul Rahaman, Yepau

Abdul Rahaman, Zuaiala

Adama, Huseina

Adam, Suleiman

Alhassan, Abibatu

Alhassan, Abu, Chief of Fihini

Alhassan, Alhassan

Alhassan, Mohammadu

Alhassan, Wahil

Abubakari Nepauchi

Seihatu, Maima

Shaibu, Issah

Zalifatu, Lansah

**Sustainable Land Management Farmers,
Dabaoshie Community, Tolon Kumbungu
District**

Adam, Ziblim

Alhassan, Iddi

Alhassan, Iddrisu

Alhassan, Memunatu

Alhassan, Seidu

Alhassan, Sule

Iddi, Baba

Iddrisu, Kassem

Ishaku, Musah

Musah, Senatu
Sayire, Senatu

**Sustainable Land Management Farmers,
Kpaligun Community, Tolon Kumbungu
District**

Abdulai, Shaibu
Alhassan, Fatami
Dakugba, Seidu
Fatawa, Amatu
Hussein, Abdul Jalife
Issah, Abdulai
Issah, Zeliatu
Issahaku, Senatu
Mahama, Salifu
Sheidu, Memunatu
Tia, Fuseini
Tia, Issahatu
Yakubu, Bawa

ENERGY PROJECTS, NORTHERN REGION

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Private Partnerships, Tamale Metro
Assembly
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Deaf
Atorah, Immaculate, Savelugu School for the
Deaf
Damini, Fati, Cook, Savelugu School for the
Deaf
Fati, Baba, Caterer, Koblimahgu Primary School
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Primary School, Ghana School Feeding
Programme
Juayibin, Comfort Azumah, Matron, Tamale
Secondary School
Kofi, Wumbei Abdul, Project Officer, New
Energy, Tamale
Kyei, Ernest, Improved Cook Stove
Manufacturer, Toyola Energy, Tamale

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New Energy, Tamale
Salamatu, Hajia Mahama, Headmistress,
Koblimahgu Primary School, Ghana School
Feeding Programme
Salifu, Liquefied Petroleum Gas Retailer, BB
Gas, Tamale, Northern Region
Suleimananu, Imam, Proprietor and Founder of
Koblimahgu Primary School
Yahaya, Olivia, Regional Coordinator, Ghana
School Feeding Programme
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School for the Deaf

WOMEN'S GROUPS, NORTHERN REGION

**Members of Africa 2000 Shea Butter
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Alhassan, Fulara
Alhassan, Safiatu, Chairperson/Secretary
Alidu, Fatimata
Amidu, Adamu
Iddrisu, Amina
Iddrisu, Sheitu
Immor, Isara
Mohammed, Fuseina
Musah, Sanatu

Nyolim Women's Group, Tamale

Alhassan, Abiba, Organizer
Andaratu, Musah, Secretary
Immoro, Meri, Leader
Onny, Dorothy, Programme Officer, Ministry
for Women and Children
Quaye, Jane H.V., International Federation of
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Zozali Women's Group, Tamale

Baya, Rukia, Chairperson
Nataokoya, Fatima, Treasurer

Suleimana, Hajia Afirua, Assembly Woman and
Magajia Group Leader

Damankunyili Women's Group

Haruna, Fati, Magajia Leader

Tamini, Abiba, Machine Operator

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Abdul-Fatawu, Adam, Northern Region Peace
Advisory Council

Alhassan Imoru, Northern Region Peace
Advisory Council

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Upper East Region

Abudu, Alhassan, National Commission on
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Abu, Zakaria, Youth Chiefs

Abugnaba, Mark, Regional Peace Council, Upper
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Mumuni, Abdul-Rashid, Butchers' Association

Musah, Yakubu, Blacksmiths' Association

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Shagbaa, Seitu Zaachis

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Telly, Hajia Hajara, Federation of Muslim
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Yakubu, Andani, Zaachis

Yakubu, Alhassan, Butcher's Association

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Annex 6

DOCUMENTS CONSULTED*

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- Government of Ghana, 'ADR Process Report', Ghana Statistical Service, Accra, 2009.
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