



Food and Agriculture  
Organization of the  
United Nations

# Evaluation of FAO's country programme in Ghana

2018–2022





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# **Evaluation of FAO's country programme in Ghana**

**2018–2022**

**FOOD AND AGRICULTURE ORGANIZATION OF THE UNITED NATIONS**

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## Abstract

This is the first country programme evaluation conducted by the FAO Office of Evaluation in Ghana. The evaluation covered FAO's cooperation with Ghana over the period of 2018 to 2022.

The evaluation found that FAO's programme in Ghana is relevant and aligned with the government's agricultural modernization agenda. It has made significant contributions in building capacity in value chains driving sustainable production and consumption of safe and nutritious food, climate resilience and inclusive economic growth, and strengthening anticipatory actions in the agriculture sector. However, the design and implementation of the Country Programming Framework (CPF) could be more responsive to Ghana's specific challenges and opportunities as a low-middle-income country.

FAO Ghana's ability to influence the government is highly valued, and it is also recognized for its exemplary contributions to tackling antimicrobial resistance (AMR) and the fall armyworm (FAW) infestation. While most stakeholders hold FAO in high regard, they noted that its strategic positioning and leadership do not adequately match Ghana's current context and landscape, calling for enhanced responsiveness, particularly in private sector engagement and upstream information services. The evaluation also highlighted the importance of partnership and coordination with the government and private sector. While FAO has a long-standing partnership with the Government of Ghana, there is a need for stronger ownership and engagement from the government.

The evaluation emphasized the need for clear exit strategies to ensure the continuation of project results. It also highlighted organizational performance issues, including the absence of a dedicated FAO Representative to the Ghana Office, weak human resources management and fragmented programming.

The evaluation makes six recommendations, which include FAO reassessing its strategic relevance in Ghana as a low-middle-income country and placing more emphasis on the agrifood systems narrative in the formulation of the next CPF. The evaluation also recommends that FAO strengthen its presence and raises the sights of the Country Office as the existing arrangement is not fit for purpose. Furthermore, FAO needs to review the mechanism in place for overseeing and providing technical support to Ghana Country Office from the regional and subregional offices and give a clearly defined role and appropriate authority to the subregional office on the thematic activities and coordination. At the corporate level, FAO needs to develop explicit corporate policies and tools for Country Offices in low- and middle-income countries.





# Contents

<b>Abstract</b> .....	<b>iii</b>
<b>Boxes, figures and tables</b> .....	<b>vi</b>
<b>Acknowledgements</b> .....	<b>vii</b>
<b>Abbreviations</b> .....	<b>viii</b>
<b>Executive summary</b> .....	<b>ix</b>
<b>1. Introduction</b> .....	<b>1</b>
1.1 Purpose of the evaluation .....	1
1-2 Intended users .....	1
1.3 Scope and objective of the evaluation.....	1
1.4 Methodology.....	3
1.5 Limitations .....	4
1.6 Structure of the report.....	5
<b>2. Country context</b> .....	<b>7</b>
<b>3. FAO in Ghana</b> .....	<b>11</b>
3.1 Institutional context and office structure.....	11
3.2 FAO Ghana Country Programming Framework.....	11
3.3 Overview of FAO's portfolio in Ghana.....	13
<b>4. Assessment of FAO's strategic positioning</b> .....	<b>17</b>
4.1 Strategic relevance .....	17
4.2 Comparative advantage.....	18
4.3 Partnership and coordination.....	21
4.4 Evolution of the country programme.....	24
<b>5. Assessment of FAO's contributions</b> .....	<b>27</b>
5.1 Contributions to priority area 1 .....	27
5.2 Contribution to priority area 2 .....	31
5.3 Contribution to priority area 3 .....	34
5.4 Sustainability of results.....	36
5.5 Gender and social inclusion.....	37
5.6 Factors that influence results .....	39
<b>6. Assessment of FAO's organizational performance</b> .....	<b>41</b>
6.1 Translating the CPF into implementation.....	41
6.2 The FAO Country Office – resources mobilized and their utilization.....	42
6.3 The FAO Country Office – structure and processes .....	45
6.4 FAO corporate support-coordination with the subregional and regional offices.....	47





<b>7. Conclusions and recommendations</b> .....	<b>53</b>
7.1 Conclusions .....	53
7.2 Recommendations.....	54
<b>Bibliography</b> .....	<b>58</b>
<b>Appendix 1. People interviewed</b> .....	<b>62</b>
<b>Appendix 2. Projects implemented in Ghana from 2018 to 2022</b> .....	<b>68</b>
<b>Appendix 3. Cocoa &amp; Forests Initiative support in Ghana 2018–2021</b> .....	<b>72</b>
<b>Appendix 4. Fieldwork itinerary</b> .....	<b>74</b>

## Boxes, figures and tables

<b>Box 1</b> • Evaluation questions.....	2
<b>Box 2</b> • Aid trends in Ghana.....	9
<b>Figure 1</b> • Main resource partners for FAO Ghana’s national projects (2018–2022).....	14
<b>Figure 2</b> • Evolution of FAO Ghana’s expenditure from 2018 to 2022 (USD).....	42
<b>Figure 3</b> • FAO Regional Office for Africa organigram .....	49
<b>Figure 4</b> • Comparison of FAO Ghana reporting lines with other West African countries .....	49
<b>Table 1</b> • CPF 2018–2022 priority areas and outputs .....	12
<b>Table 2</b> • National projects operationally active by fund type, 2018–2022 .....	13
<b>Table 3</b> • Funds returned to resource partners (USD).....	44
<b>Table 4</b> • GEF and GCF funding for Ghana (1991–2022).....	45

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The evaluation was conducted by OED personnel and independent consultants. The team consisted of Ms Maame Duah (OED Evaluation Officer), Ms Maria Gigi Manicad, (Lead Independent Consultant), Dr Kwaku Agyemang and Dr Paschal B. Atengdem, both team members (Independent Consultants), and Mr Emiel Buffel, OED Evaluation Analyst. The evaluation benefited from valuable comments and guidance from Mr Olivier Cossée, Senior Evaluation Officer from the FAO Office of Evaluation. Special thanks also go to Ms Sarah Jaff from the FAO Office of Evaluation, and Ms Evelyn Quartey from FAO Ghana, for their valuable administrative and logistical support throughout the evaluation process.





## Abbreviations

AfCFTA	African Continental Free Trade Agreement
AMR	antimicrobial resistance
CFSVA	Comprehensive Food Security and Vulnerability Analysis
CPF	Country Programming Framework
FAO	Food and Agriculture Organization of the United Nations
FAW	fall armyworm
GCF	Green Climate Fund
GEF	Global Environment Facility
IFJ	Investing for Food and Jobs
LMIC	lower-middle-income country
NADMO	National Disaster Management Organisation
NGO	non-governmental organization
SERP	Socio-economic Response and Recovery Plan
TCP	Technical Cooperation Programme
UN	United Nations
UNCT	United Nations country team
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNSDP	United Nations Sustainable Development Partnership
WFP	World Food Programme

# Executive summary

## Introduction

- 1 This report presents the results of an independent evaluation of the Food and Agriculture Organization of the United Nations (FAO) country programme in Ghana in 2022. The primary purpose of the evaluation was to identify key learnings and provide strategic recommendations on how FAO programmes can be better oriented in Ghana, to meet the needs of the country and inform the development of the next Country Programming Framework (CPF), a document which defines the priorities for cooperation between FAO and the Government of Ghana.
- 2 The evaluation covers FAO's cooperation with Ghana over the period of 2018 to 2022. As this is a programme evaluation, the focus is not on individual projects, but rather on FAO's overall contribution to the three priority areas set out in the CPF:
  - i. Priority area 1: Sustainable agriculture drives agroindustrialization and economic growth;
  - ii. Priority area 2: Sustainable natural resources management for a safe, secure and productive environment; and
  - iii. Priority area 3: Resilient livelihoods for reduced vulnerability and rural poverty.
- 3 The specific objectives of the evaluation were to assess: i) the relevance of the FAO programme in responding to the country's needs and priorities; ii) FAO's contributions to the three CPF priority areas; iii) the suitability of FAO's approach and the capacity in Ghana; and iv) the identification of factors that enabled and limited results. The evaluation was guided by a set of evaluation questions corresponding to the following evaluation criteria: i) relevance; ii) comparative advantage; iii) partnership and coordination; iv) evolution of the programme; v) contribution to CPF priority areas; and vi) organizational performance.
- 4 The evaluation adopted a consultative approach, seeking feedback from and sharing it with stakeholders at different stages throughout the process. A mix of qualitative and quantitative methods were used, taking into consideration resources available. The evaluation relied on information collected and triangulated from different sources, including extensive document review, project mapping and analysis, key virtual and in-person key informant interviews, online survey, focus group discussions and direct observations with FAO beneficiaries at the community level. The community consultations took place in four regions (Northern, Savannah, Eastern and Volta) in Ghana.

## Main findings

### Strategic relevance

- 5 FAO's programme is relevant and contributes to the Ghanaian Government's priority of agricultural modernization by building capacity in: i) value chains that are driven by sustainable production and the consumption of safe and nutritious food; ii) climate resilience and inclusive economic growth; and iii) strengthening anticipatory actions and livelihood support to reduce the impact of threats and crises in the agriculture sector. However, the design and implementation of the CPF is not optimally responsive to the challenges and opportunities of Ghana as a lowermiddle-income country (LMIC). FAO Ghana was unable to position itself in a way that would support the government's plan to increase its domestic resources for private sector-led investment.

### Comparative advantage

- 6 FAO Ghana's ability to influence the government is highly valued. A majority of stakeholders recognized FAO's corporate niche as a convener in the food and agriculture sector. It is seen as a vital link to FAO's corporate technical expertise, normative tools, policy guidance and





extensive databases. In Ghana, FAO is known in particular for its exemplary contributions to tackling antimicrobial resistance (AMR) and the fall armyworm (FAW) infestation.

- 7 FAO occupies a niche in its expertise on integrating agricultural production with natural resources management. It has engaged in promoting sustainable agricultural production while conserving and/or restoring degraded landscapes. This has underpinned FAO Ghana's work on resilient livelihoods. However, while the potential for this niche is widely recognized, FAO's work has largely been limited to small-scale pilot projects.
- 8 While most stakeholders hold FAO in high regard, they noted that its strategic positioning and leadership do not adequately match Ghana's current context and landscape. Many stakeholders observed that FAO Ghana's strategic position had remained static and not responded to changing demand, for example, for upstream information services and capacity building using high-quality tools for evidence-based strategic planning and decision-making for the food and agriculture sector.

### Partnership and coordination

- 9 FAO Ghana has a long-standing partnership with the Government of Ghana and its various ministries and departments, where the collaboration has varied in terms of strategic value and scope. While the government appreciates the technical expertise and professional commitment of the FAO Ghana team, its ownership of the programme and projects seems limited and/or inconsistent.
- 10 FAO Ghana has limited engagement with the private sector, something that is vital to both the government's agroindustrialization agenda and private investment-led economic growth. The United Nations country team (UNCT) and FAO Ghana Representatives agree that expectations of FAO's leadership role do not match FAO Ghana's capacity to deliver, particularly when it comes to equitable agrifood systems transformation and the mobilization of public-private investment. There are some areas of demand that FAO Ghana has been unable to fulfil, and this has led to other organizations, such as the World Food Programme (WFP), stepping up and becoming more visible.

### Evolution of the country programme

- 11 The thematic focus of the current CPF (2018–2022) remains closely linked to the previous one (2013–2017), suggesting consistent engagement in targeted priority areas. FAO Ghana's most noticeable evolution was a shift from food and nutrition security to agroindustrialization. This was probably in response to the government's priority to modernize agriculture. However, the shift in focus was not matched by an expansion of partnership arrangements. FAO Ghana has not developed a strong programmatic approach with a corresponding resource mobilization strategy and is heavily dependent on Technical Cooperation Programmes (TCPs).

#### *Contributions to priority area 1 – sustainable agriculture drives agroindustrialization and economic growth*

- 12 FAO Ghana's most important contribution to agroindustrialization is manifested in its support for the development of the Ministry of Food and Agriculture's Investing for Food and Jobs (IFJ) agenda and its corresponding investment plans, policies and data. FAO Ghana does not track how the policies and strategies have been used, nor has it established coherence with related initiatives to optimize results.
- 13 FAO Ghana has made a considerable contribution to initiatives aimed at improving farm productivity by scaling up the adoption of crop technologies, particularly in the area of conservation agriculture. FAO Ghana supported the profiling and characterization of conservation agriculture, which significantly contributed to its integration into the Ghana Agriculture Sector Investment Programme. FAO Ghana has, to some extent, helped to

improve the sustainable production and consumption of safe and nutritious foods through capacity building and by piloting two projects using the food-based approach for dietary diversity and nutrition. Limited progress has been made in strengthening the capacity of public and private sector actors to promote inclusive agroenterprises and value chain development. FAO Ghana has done little to increase local access to business and financial services and risk management tools.

#### *Contribution to priority area 2 – environment and sustainable natural resources management*

- 14 FAO Ghana conducted a number of activities that probably helped to strengthen the capacity of institutions to formulate and/or implement cross-sectoral policies and adopt international instruments to foster sustainable production, address environmental degradation and, to a lesser extent, address climate change. FAO Ghana's interventions boosted smallholder know-how and techniques on sustainable production and natural resources management in a changing climate. Most focus group participants appreciated the increase in knowledge on climate change and conservation agriculture techniques, as well as their inclusion in engagements on natural resources management. Overall, FAO Ghana's pilot projects have had mixed results with regard to building the capacity of smallholder farmers, fishers and foresters to adopt sustainable land, water, fisheries and forestry management practices. On the one hand, it has demonstrated promising models of local capacity for and adaptation of sustainable management practices. On the other, there are prominent examples of projects where results have not been sustained due to a lack of community ownership and methodological weaknesses in project design and implementation.

#### *Contribution to priority area 3 – resilient livelihoods for reduced vulnerability and rural poverty*

- 15 FAO Ghana demonstrated an effective food chain crisis emergency response model. It leveraged FAO's expertise in science-based solutions to compile an extensive database that informed the national and international coordination of transboundary pest and disease control. This is exemplified by FAO Ghana's effective emergency preparedness and FAW response. FAO Ghana was able to leverage a considerable amount of convening power and technical expertise by coordinating within FAO and with national and international partners. The One Health approach and the related work of the Emergency Centre for Transboundary Animal Diseases (ECTAD) provide good models.

#### **Sustainability of results**

- 16 While many of FAO Ghana's projects have delivered promising results, they tend not to have an exit strategy to ensure the further development of pilots and the sustainability of results.

### **Assessment of FAO's organizational performance**

#### **Translating the CPF into implementation**

- 17 Through its CPF formulation, FAO Ghana has developed a clear approach, linking sustainable production to the sustainable management of natural resources and the reduction of vulnerability to the diversification of livelihoods. However, the CPF has not been translated into a programmatic approach that facilitates the integration, optimization and further strengthening of technical expertise or the mobilization of financial resources. Only USD 4.5 million was raised out of the CPF budget projection of USD 27.6 million.
- 18 FAO did not meet the resource mobilization targets for the CPF 2018–2022 and had a funding gap of 88 percent. As such, FAO Ghana is mainly dependent on small projects, with 69 percent coming from FAO's internal funding via TCPs. FAO Ghana has not been able to use its core financial resources (TCPs allocation) for catalytic purposes as intended as "seed money" to facilitate partnerships that could generate additional resources and lead to the development of comprehensive programmes. Instead, FAO Ghana has relied on the TCPs for its operational budget.



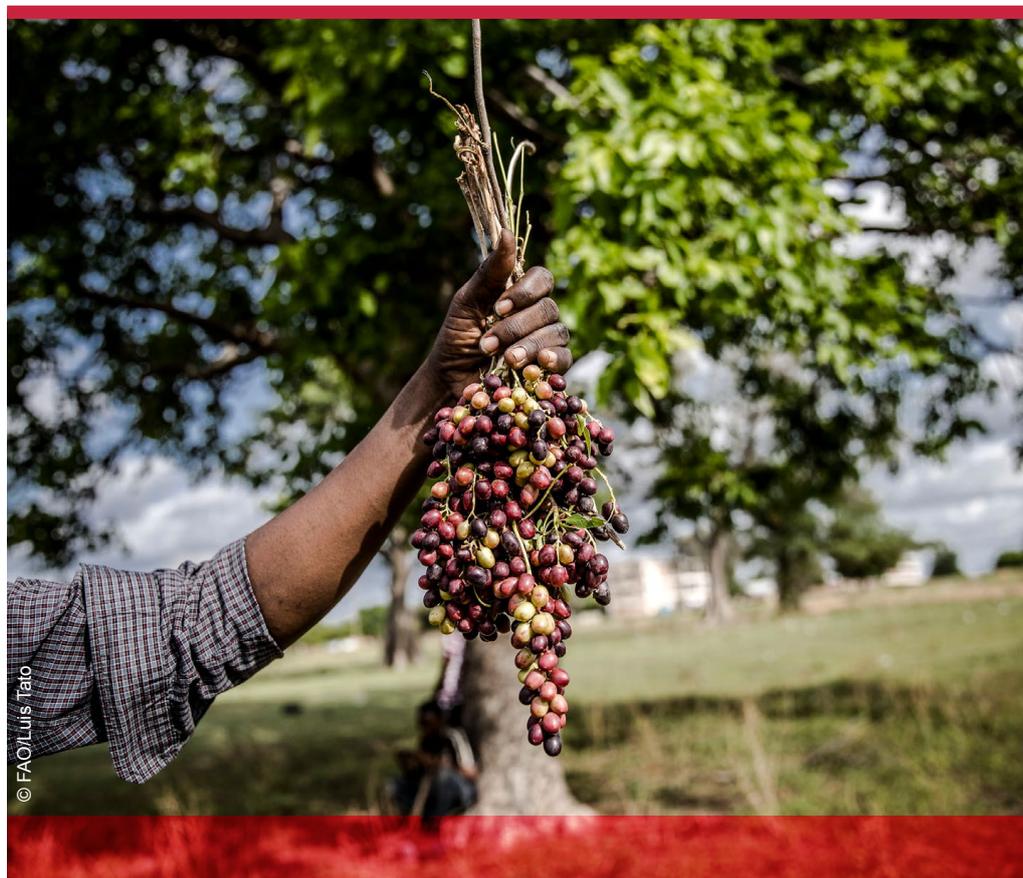
- 19 FAO Ghana's operations have been characterized by considerable delays and low delivery levels. Despite its limited funding, it has still not been able to use all the funds allocated. Despite no-cost extensions, significant operational delays on three projects meant FAO Ghana had to return unspent funds to resource partners. Also, FAO Ghana has missed opportunities to mobilize funding in priority technical areas that fall within its mandate. Despite alignment in key priority areas, FAO Ghana has not been able to secure funding from the Global Environment Facility (GEF) or the Green Climate Fund (GCF).

### The FAO Country Office structure

- 20 The absence of a substantive Country Representative is widely perceived as a major factor affecting FAO Ghana's leadership, visibility and performance. FAO Ghana's workforce is almost entirely made up of national personnel on very short-term contracts, who are technically well qualified, dedicated to their work and widely appreciated by FAO partners. However, personnel's morale is very low. Remuneration of these personnel has not been systematically reviewed or updated since 2018.

### FAO corporate support

- 21 At the corporate level, FAO provides specific support to developing countries and countries in transition, but does not have a particular policy or related instruments to support Country Offices in LMICs from an organizational perspective. There is no analysis or overview of how FAO adjusts its country programming as the host country changes. There are no frameworks or metrics for reassessing or redefining FAO's comparative advantage, value added or technical and organizational performance in a changing context.
- 22 Inadequate coordination and communication have resulted in gaps in the oversight regarding FAO Ghana's underperformance and the limited technical coordination between the FAO Ghana Country Office and the subregional and regional offices.



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## Conclusions

**Conclusion 1.** Strategic relevance: the CPF remains relevant to the Ghanaian Government's food and agricultural priorities and is aligned with FAO's agrifood systems approach. In general, the programme has tried to respond to the country's economic ambitions and priorities for agroindustrialization through inclusive value chains for smallholder farmers. However, the Country Office has not adequately tailored its plans to match the realities of Ghana as an LMIC, in which financing the country's ambitions relies on increasing public sector finance to mobilize private investment.

**Conclusion 2.** Eroding comparative advantage: at corporate level, FAO remains highly valued for its convening power and multilateralism, corporate expertise, tools and databases. Yet, FAO Ghana's comparative advantage is eroding. Both external partners and FAO personnel at all levels (headquarters and regional, subregional and Country Offices) consistently cited a strategic void, which is caused by the absence of a dedicated FAO Representative. Furthermore, FAO Ghana has not been able to demonstrate its added value to the government's agroindustrialization agenda, particularly with regard to promoting public-private investment. Many organizations, including other United Nations agencies, have been better at adapting to the current business landscape, including WFP's ambitious programme on food system transformation.

**Conclusion 3.** Evolution of the country programme: overall, FAO Ghana has remained consistent in its targeted priority areas and has not evolved much. Agrifood value chain development is one area where the approach may need to evolve, as FAO Ghana remains largely focused on farm production, with limited links to the rest of the value chain. The office has limited financial room to manoeuvre, due to its lack of ambition in a country that is facing growing competition for a decreasing amount and different forms of development aid, as well as increasing opportunities for public-private investment.

**Conclusion 4.** Partnership and coordination: FAO Ghana has proved more effective in multistakeholder engagements. Its primary partners have been the Ministry of Food and Agriculture, followed by the Ministry of Fisheries and Aquaculture Development, the Ministry of Land and Mineral Resources, and the Ministry of Environment, Science, Technology and Innovation. Its relationships have relied largely on TCPs, but this has not resulted in optimal government ownership, where the limited involvement of governments in the implementation of projects has consequently affected the sustainability of projects. Beyond the Ministry of Food and Agriculture, FAO's partnership and coordination with other government ministries and divisions, such as with the Ministries of Health and Finance, are not as strong. Government ministries, other United Nations agencies, resource partners, the private sector, and national and international organizations interviewed do not perceive FAO's presence and involvement in strategic partnerships as strong.

**Conclusion 5.** Partnership and coordination: despite the government's agenda to stimulate and engage the private sector to invest in the government's agenda, FAO Ghana's engagement with the private sector remained significantly limited and was executed in a fragmented manner. FAO Ghana's underperformance in value chains and agroindustrialization reflects the absence of stimulating public-private investments. As a consequence, FAO Ghana has not been able to help alleviate the constraints of smallholder farmers' lack of access to finance and markets. Given the importance the government has placed on mobilizing private sector investment in the agriculture sector, the very limited private sector engagement is a major gap.

**Conclusion 6.** Contribution to development results: the CPF has made notable contributions in areas related to capacity building for sustainable production, natural resources management and in the reduction of vulnerability to climate change. FAO Ghana has demonstrated good models on engaging with local communities on the co-management of natural resources. On the topic of gender and social inclusion, it has been consistent in ensuring the participation of women, but has not consistently applied gender analysis to its project design and implementation. It has conducted exemplary work in its responses to AMR and FAW, the implementation of conservation agriculture and the restoration of mangroves, providing alternative livelihoods for local people with consistent women's participation. FAO Ghana has also made significant contributions to national policy, planning and investment support, such as the Ministry of Food and Agriculture's IFJ programme. However, due to its lack of a programmatic approach, weak monitoring systems and lack of a communications plan, its achievements and lessons have not been leveraged or, indeed,





made visible. Although individual projects have been mapped to the three priority areas of the CPF, FAO Ghana has yet to coherently weave its projects' achievements into a compelling agrifood systems narrative. This is further denting its visibility.

**Conclusion 7.** Organizational performance: despite a cadre of competent and dedicated professionals, the absence of a dedicated FAO Representative to the country, weak human resources management and a fragmented approach to programming have affected the organizational performance of FAO Ghana. There is no funding strategy to implement an innovative and ambitious programming. Vice versa, the fragmented projects did not deliver catalytic results to attract funding. The return of unspent funds mobilized by the Country Office back to resource partners is also a worrying sign, especially considering that the operational budget is already low. In addition, the absence of viable private sector engagement is a major gap in Ghana as an LMIC. FAO's relevance in the country could be undermined if the current organizational setup persists. This has led many stakeholders to question whether FAO Ghana is fit for purpose to respond to economic opportunities and the food and agricultural needs of the country.

**Conclusion 8.** Organizational performance: there are gaps in oversight when issues relating to FAO Ghana's eroding comparative advantage, fitness for purpose, segregation of roles between programmes and administration, etc. do not seem to be acknowledged and addressed. This suggests that the subregional and regional offices do not have an optimal overview of FAO Ghana's programme and administration. Accountability mechanisms are not fully functioning and solvable problems have been left to fester. For instance, there is weak thematic coordination. In addition, no steps have been taken to resolve the administrative strains between FAO Ghana and the regional office.

**Conclusion 9.** Organizational performance: despite the substantial presence of FAO Country Offices in middle-income countries, where 75 percent of the world's population and 62 percent of the world's poor reside, FAO has limited corporate instruments to support the transition of Country Offices in LMICs to high-income countries. At FAO corporate level, aside from the general normative guidelines, there is no systematic analysis or guidance on how best to tailor a range of knowledge and advisory services to middle- and high-income countries that may be facing secondgeneration reform challenges and/or an incomplete development agenda, such as persistent poverty in the agriculture sector, as is the case in Ghana. FAO Country Offices in such situations may require different levels of expertise and methods of resource mobilization, but so far, there is no mechanism for collating good practices or sharing lessons within and between FAO regional and Country Offices.

## Recommendations

**Recommendation 1.** FAO needs to reassess its strategic relevance to Ghana as an LMIC. In formulating the next CPF, it is vital that FAO Ghana defines not just "what" it can do for the country, but "how", "how much", "with whom" and "why". The three priority areas of the current CPF remain relevant for the next five years but should be framed with more emphasis on the agrifood systems narrative.

**Recommendation 2.** Given Ghana's strategic importance in Africa as host of the African Continental Free Trade Area (AfCFTA), as well as its role in regional agricultural trade, FAO Ghana needs to step up its presence and raise its sights to address its eroding comparative advantage. As things currently stand, FAO Ghana is not fit for purpose. The best option is to appoint a full-time FAO Representative dedicated to Ghana and decoupled from regional functions. This has cost implications, but FAO needs to find a way to gear up its presence and leadership.

**Recommendation 3.** FAO should review the mechanism in place for oversight and technical support from the regional and subregional offices to the Ghana Country Office and give a clearly defined role and appropriate authority to the subregional office on the thematic activities and coordination.

**Recommendation 4.** The evaluation recommends that FAO Ghana develop a more joined-up, programmatic approach that connects individual projects with broader initiatives, capitalizes

on FAO expertise and draws lessons from project achievements that can be used in national policy formulation. For an efficient delivery and to promote sustainability, FAO needs to substantially improve its engagement with partners, particularly the government, planning and implementation. Another key element of such an approach is a monitoring, evaluation and learning (MEL) system that is fit for purpose, which allows FAO to capitalize on knowledge and boost visibility.

**Recommendation 5.** FAO Ghana should increase and diversify its funding. Resource mobilization should be guided by an ambitious CPF with clear results targets.

**Recommendation 6.** At the corporate level, FAO should consider developing explicit corporate policies, guidelines and instruments for its Country Offices in LMICs and high-income countries. FAO has faced the observed challenges in the middle-income context in other regions and Ghana can learn from those experiences.





# 1. Introduction

## 1.1 Purpose of the evaluation

- 23 The primary purpose of the evaluation of the Food and Agriculture Organization of the United Nations' (FAO) country programme in Ghana is to provide feedback that makes future FAO programmes more impactful and relevant to the country's needs. It also aims to contribute to corporate, regional and country level learning by drawing lessons and making recommendations useful to FAO's future engagement in the country, as well as to inform the development of the next Country Programming Framework (CPF).

## 1-2 Intended users

- 24 The primary audience of the evaluation is the (Interim) FAO Representative in Ghana, the Country Office personnel and the Government of Ghana, particularly the Ministry of Food and Agriculture and other relevant ministries and government agencies. Other key users of the evaluation will be the FAO Regional Office for Africa, FAO Subregional Office for West Africa, and FAO divisions at headquarters involved in the country programme. Other potential users will be FAO partners within the broader development community, including resource partners, non-governmental organizations (NGOs), implementing partners and other United Nations (UN) agencies.

## 1.3 Scope and objective of the evaluation

- 25 The evaluation covers the totality of FAO's cooperation with Ghana over the current CPF period from 2018 to 2022. As this is a programme evaluation, the exercise does not focus on individual projects, but assesses FAO's overall contribution to development changes in the three priority areas set out in the CPF.
- 26 The objectives of the evaluation are to assess:
- the relevance of the FAO Ghana country programme in responding to the country's needs and priorities;
  - FAO's contributions to the three CPF priority areas;
  - the suitability of FAO's approach and the capacity brought to bear in Ghana; and
  - the identification of good practices, lessons learned and factors enabling and limiting results.
- 27 The evaluation questions are presented in Box 1.



## Box 1 • Evaluation questions

### Relevance – alignment with priorities

- To what extent has the FAO Ghana country programme – per CPF design and implemented through the different projects – been aligned with the country's main development opportunities and constraints, its development goals and the needs of its people?
- To what extent has the FAO Ghana programme been consistent with and supportive of the United Nations Sustainable Development Partnership (UNSDP), FAO Strategic Framework and regional priorities?

### Comparative advantage

- Is FAO's "niche" in Ghana clear and well recognized and is its contribution visible? Is FAO perceived as occupying this niche? To what extent is the country programme built on FAO's comparative advantage in Ghana?

### Partnership and coordination

- What is the quality of collaboration between FAO and the various partners working in the areas of the Organization's mandate? To what extent has FAO leveraged available resources in the country and forged new partnerships to tap into investment opportunities with a view to inclusive economic growth in the food and agriculture sector?
- What is FAO's contribution to the various coordination mechanisms in the sectors of FAO's responsibility and to the preparation of the UNSDP and its collective outcomes?

### Evolution of the country programme

- To what extent has FAO support evolved in line with the country's development opportunities and challenges over the CPF period? To what extent has FAO adapted to the changed/changing markets and environment (including the COVID-19 pandemic) and leveraged its comparative advantage to support the country's needs? Are there development opportunities and challenges that would require greater attention from FAO?

### Contributions to development results

- Is the country programme, as implemented since 2018, consistent with the planned outputs/ activities of the CPF 2018–2022? To what extent was the CPF used as a programming, implementation and monitoring tool by the country team?
- To what extent has FAO achieved the expected results outlined under the three CPF priority areas? What types of initiative have been most effective and what are the most successful activities implemented?
- To what extent has the country programme been gender and socially inclusive?
- What internal and external factors have influenced, positively or negatively, the achievement of CPF results?
- What good practices and gaps have been identified to inform future programme development?

### Organizational performance

- Is the Organization fit for purpose, namely, to support economic opportunities and food and agricultural needs in Ghana? Have FAO resources (human resources, technical, financial and instruments) been sufficient/adequate to deliver results?

### 1.4 Methodology

- 28 The evaluation team adopted a consultative and transparent approach, involving internal and external stakeholders throughout the process. It sought feedback and validation of findings at key stages of the evaluation process and adhered to the FAO Office of Evaluation Manual and methodological guidelines, as well as the United Nations Evaluation Group (UNEG) Norms and Standards (UNEG, 2016).
- 29 The overarching evaluation questions presented in Box 1 guided the overall assessment, and the evaluation set out to answer the key evaluation questions on: i) relevance; ii) comparative advantage; iii) partnership and coordination; iv) evolution of the country programme; v) contribution to development results; and vi) organizational performance. The evaluation team developed an evaluation matrix outlining the key questions with corresponding indicators and sources of information to guide data collection and analysis. In answering the evaluation questions, the data collection and analysis were informed by a clear understanding of what the Ghana country programme aimed to achieve. The evaluation relied on multiple sources of primary and secondary data and the use of a mixed-methods approach to data analysis, triangulation and validation. The combined methods included an extensive document review, project mapping and analysis, virtual and in-person key informant interviews, in-person focus group discussions, field observations and a survey.
- 30 In answering the evaluation questions, the data collection and analysis were informed by a clear understanding of what the Ghana country programme aimed to achieve. The evaluation's inception report translated the terms of reference into an operational plan. The inception report was informed by an extensive document review and meetings with the (Interim) FAO Country Representative, Head of Programme and respective personnel, followed by specific briefings and interviews with the technical personnel of FAO Ghana. The inception report was also informed by technical briefs prepared by team specialists on the three priority areas of the CPF, which put the performance of the FAO country programme into perspective and context. The technical briefs guided the assessment of the relevance of FAO's positioning on a given theme (CPF priority area) and the value added by the FAO country programme, in light of the country's overall performance in that field and priority needs. The technical briefs also set the stage for identifying possible avenues and paths forward, which guided the evaluation mission in formulating its findings, conclusions and recommendations.
- 31 In analysing the strategic relevance, comparative advantage and evolution of FAO Ghana, the evaluation assessed the CPF's alignment with the key priorities and approach of the Government of Ghana to the food and agriculture sector. It also assessed FAO Ghana's alignment with corresponding support for the United Nations Sustainable Development Partnership (UNSDP), as well as FAO's corporate Strategic Framework; FAO's comparative advantage was assessed based on stakeholders' perception of its niche and added value in a country context and through the identification of areas where FAO Ghana leveraged corporate expertise and tools.
- 32 In analysing FAO's contributions to development results, the evaluation assessed the country programme through a strategic lens. It did not review each and every project, but drew an accurate picture of the three priority areas of the CPF. The evaluation mapped out Country Office and partner perceptions of the results and any significant changes brought about or supported by the programme. The evaluation team verified these results as far as possible. The evaluation focused on assessing FAO's contributions to the most strategic of the results without seeking to be exhaustive. Certain projects in each area of work were analysed in depth to generate evidence.
- 33 In assessing how gender and equity considerations were integrated into the design and implementation of the country programme, the evaluation mapped out and analysed all of the projects using FAO's four Gender Equality Objectives: equal decision-making; equal access to productive resources; equal access to goods and services for agricultural development and markets; and reducing women's work burden.

- 34 The evaluation relied on information collected and triangulated from different sources, including:
- i. A review of FAO's strategic and programme documents, as well as project reports and relevant documentation prepared by FAO and its partners in the country programme. The main documents consulted by the evaluation team are listed in the Bibliography.
  - ii. In-depth interviews with FAO and relevant stakeholders: government, United Nations agencies, resource partners, implementing partners, community leaders and beneficiaries of FAO projects (a list of people interviewed can be found in Appendix 1). The interviews were conducted to collect data and assess stakeholders' perception of the relevance and effectiveness of interventions, as well as to identify factors affecting performance.
  - iii. Eleven focus group discussions were held with programme stakeholders and beneficiaries in four administrative regions (the itinerary can be found in Appendix 4).
  - iv. Community-level observations – key observations were recorded.
  - v. A stakeholder mapping exercise was conducted to inform analysis of FAO's comparative advantage and partnership and coordination efforts.
  - vi. An extensive portfolio analysis was undertaken to map projects active from 2018 to 2022 against different variables indicated in the evaluation matrix. These included:
    - i) trends in resource mobilization and the disbursement of funds; ii) key results per priority area, comparing planned with actual implementation; iii) gender considerations; iv) sustainability and exit strategies; and v) the catalytic effect of the projects.
- 35 An online survey was administered to FAO personnel and project stakeholders. The survey was administered via SurveyMonkey to 76 people and had a satisfactory response rate of 65 percent (n=49 responded).
- 36 Sampling frame – for the community consultation, the evaluation focused on projects with an end date of no more than two years. In total, 9 out of the 25 projects operationally active between January 2020 and April 2022 were selected for field visits, primarily based on the following criteria:
- i. projects with field-level implementation;
  - ii. representation of three priority areas;
  - iii. good coverage of the different interventions (crops, livestock, fisheries and forestry subsectors);
  - iv. representation across the three agroecological zones; and
  - v. sites that were feasible to reach within the logistical and timing constraints of the evaluation.
- 37 Based on the selection criteria, four regions were chosen: Northern, Savannah, Eastern and Volta.
- 38 Qualitative data analysis – done through thematic analysis. The evaluation questions listed in the evaluation matrix were the framework. The results were sorted based on trends, frequency of response and identification of emerging themes. Qualitative findings were triangulated and validated with quantitative data from projects' progress and final reports.
- 39 The draft report was shared for rounds of comments, respectively from FAO Country Office, FAO regional and subregional office. Furthermore, the evaluation results were presented to the Minister of Fisheries and Aquaculture Development, along with government focal points at the Ministry of Food and Agriculture in February 2023, with their valuable feedback incorporated into the final report.

## 1.5 Limitations

- 40 Quantitative and qualitative data gathering relied on the Country Office's reporting and monitoring systems and how various projects' reports had been organized, systemized and integrated into coherent results for the CPF. The evaluation also relied on the availability of gender-disaggregated data. Most projects had limited baselines with limited quantitative data.

- 41 The risk associated with the COVID-19 pandemic meant limiting the number of participants in meetings and consistently taking preventive measures, including social distancing. There were also limitations with regard to the scope and distribution of projects across the length and breadth of Ghana. The evaluation team decided to be as inclusive as possible of the main agroecological zones, namely: i) Guinea Savanna; ii) transitional; iii) forest (deciduous, rain and wet); and iv) coastal Savannah zones. This gave the evaluation a bird's eye view of how the FAO Ghana programme reached out to the whole country. It created travel time challenges due to the distances covered, compounded by the poor state of some of the roads in the hinterland, where the project beneficiaries were located.

### **1.6 Structure of the report**

- 42 Following this introduction, section 2 provides the Ghana country context, followed by section 3, which describes FAO's work in the country. Section 4 covers FAO Ghana's strategic positioning, which assesses the relevance, comparative advantage, partnerships and coordination, and the evolution of FAO's programme in the country. Section 5 analyses FAO Ghana's contributions to development with a focus on the three priority areas of the CPF. This includes an analysis of the use of the CPF in overall programming and the consolidated analysis of results on sustainability, gender and social inclusion and factors that influence results. Section 6 provides an analysis of FAO Ghana's organizational performance, and lastly, section 7 presents the evaluation's conclusions and recommendations.



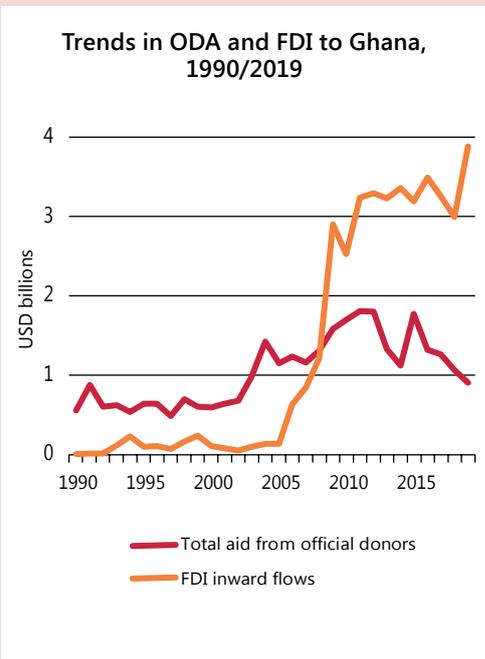
## 2. Country context

- 43 Ghana is a West African country with a land area of 227 540 square kilometres. With an estimated 31.1 million inhabitants (World Bank, n.d.a.), Ghana is the second most populous country in West Africa after Nigeria. The population is relatively young, with 57 percent under 25 years of age. It is spread across 16 administrative regions, with 57 percent of people living in rural areas.
- 44 Ghana is a strategic country for Africa and hosts the African Continental Free Trade Area (AfCFTA), currently the world's largest free trade area, with 50 member countries, spanning 1.2 billion people and about USD 2.5 trillion in annual trade (US Chamber of Commerce, 2021). Ghana has been ranked as a lower-middle-income country (LMIC) since 2010. From 2010 to 2019, its 4.3 percent growth in gross domestic product (GDP) per capita was considerably higher than the sub-Saharan African average (0.99 percent) and above the average for LMICs (3.5 percent). Ghana's economic growth during the 2000s can be mainly attributed to the sharp increase in the prices of its main commodity exports, cocoa and gold, and the start of commercial oil and gas production in 2011. In 2019, export earnings from gold, cocoa and oil accounted for 83 percent of the country's exports. In 2022, Ghana's economy was projected to remain relatively strong over the medium term, supported by higher prices for key exports and strong domestic demand. Growth was projected to reach 3.5 percent in 2022 and average 3.3 percent over 2022–2024 and be broad based, led by agriculture and services and a stronger industrial sector (World Bank, n.d.b.). According to the World Bank, inflation rose from 12.6 percent at the end of 2021 to 31.7 percent in July 2022, resulting in notably higher food prices, and a sharp rise in fertilizer and other agricultural input prices. In addition, soaring global commodity prices have also contributed to a 24 percent depreciation of the national currency in 2022 (World Bank, n.d.b.).
- 45 The country's favourable economic performance has been accompanied by a substantial reduction in the prevalence of poverty. The poverty rate fell from 52.7 percent in 1991 to 24.2 percent in 2012, making Ghana one of the few African countries to meet the United Nations Millennium Development Goal of halving poverty by 2015 (World Bank, 2018). It ranks 138th out of 189 countries on the 2020 Human Development Index and 63rd out of 103 countries on the Global Hunger Index. Multidimensional poverty decreased from 55 percent in 2011 to 46 percent in 2017, suggesting that 14 million Ghanaians are multidimensionally poor. Ghana is also experiencing the double burden of malnutrition, with a high prevalence of both undernutrition and overweight/obesity.
- 46 Despite its overall progress in poverty reduction, Ghana's poverty levels differ markedly from region to region, with substantially higher rates in the Northern region and in rural areas. The 2020 United Nations Development Programme (UNDP) Multidimensional Poverty Index report for Ghana illustrates the high incidence and intensity of multidimensional poverty in the Savannah Ecological Zone, followed by the Coastal and Forest ecological zones, mainly due to a lack of access to health insurance, good nutrition and education (Ghana Statistical Service, 2020a). These regions have the highest share of agricultural employment – in the Upper East and West regions, more than 80 percent of people are employed in the agriculture sector. In contrast, poverty indices are lowest in the Greater Accra region, where just 5.9 percent of people work in agriculture (Ghana Statistical Service, 2015). Smallholder farmers are often caught in a trap of low earnings, low savings, low investment and limited access to finance, resulting in low levels of production and productivity. Inequality has been on the rise across the country, with the Gini income coefficient rising from 37 in 1992 to 43.5 in 2016 and 42.3 in 2017. Work in rural areas, especially in the agriculture sector, is associated with low and insecure incomes, poor occupational safety and health conditions, gender inequality in pay and opportunities, and limited access to social protection, often causing distress migration from rural areas, particularly among the young. High inequality undermines the resilience of communities to possible shocks and leaves a larger share of the population vulnerable to poverty (Government of Ghana and FAO, 2017).
- 47 Ghana has seen a shift from the dominance of agriculture towards services and industry. Agriculture's share of value added to GDP more than halved from 39 percent in 1995 to 19.2 percent in 2020, while the share of services increased from 28 percent to 45 percent

(World Bank, n.d.c.). However, the drop in the agricultural contribution to GDP is relative and reflects the growth of other sectors. Agriculture remains an essential part of the economy and the second-largest employer. It provides jobs to 3.3 million Ghanaians, corresponding to 38.3 percent of the total labour force and 83 percent of rural households (African Development Bank, 2019a; Ministry of Food and Agriculture, 2021). Field crops are a key growth driver and accounted for about 75 percent of agricultural GDP in 2019, whereas livestock, fisheries, forestry and logging accounted for 13 percent, 5 percent and 7 percent, respectively (Ghana Statistical Service, 2020a).

- 48 Ghana's agriculture is predominately smallholder based, traditional and rainfed, with about 90 percent of farms spanning less than two hectares. The major food crops are maize, cassava, yam, plantain, sorghum and rice, while cash crops include cocoa, oil palm, cashew and rubber. Cocoa accounts for more than 10 percent of the sector's contribution to GDP and about 12 percent of annual export earnings from the sale of raw beans (African Development Bank, 2019a). Ghana is the world's second-largest producer and exporter of cocoa and, together with Côte d'Ivoire, produces about 70 percent of the world's cocoa.
- 49 Fish and fish products make up 40 to 60 percent of the population's protein intake and account for 4.5 percent of GDP (African Development Bank, 2019a). The fisheries subsector primarily comprises marine fisheries, with some inland, freshwater fisheries in Lake Volta, Lake Bosumtwi and other reservoirs. Still, Ghana is a net importer of fish, with imports as high as 48 percent of domestic demand in 2018.
- 50 Ghana's agriculture is not only vulnerable to climate change, but it also contributes to it. Agriculture is estimated to be the largest contributor to Ghana's greenhouse gas (GHG) emissions (Our World In Data, 2019). The agriculture sector, particularly its food production systems (rainfed and unmechanized), is most vulnerable to climate change effects, threatening food security and the livelihoods of the majority who depend on the sector. Ghanaians are among the global populations most vulnerable to climate change impacts such as drought, flooding, sea level rise, rising temperatures, the acidification of seawater and increased pests and diseases. Increases in sea surface temperatures make coastal upwelling unpredictable and reduce fish productivity. The agriculture sector faces the slow onset of climate change hazards, the causes, frequency and severity of which vary according to region, commodity and year, with serious implications for localized risk management strategies. Climate change is expected to adversely affect the stability of Ghana's agriculture sector, with the country's millions of smallholder farmers, particularly women, among the most vulnerable (Ministry of Food and Agriculture, 2020b).
- 51 **Gender and social inclusion.** Ghana ranks 107th out of 154 countries on the 2020 Gender Equality Index (World Economic Forum, 2019). The country faces challenges in addressing gender differences at higher levels of education, employment and political representation. However, despite their increased participation in rural agricultural labour markets (about 39 percent), women remain at a disadvantage to their male counterparts. Gender gaps persist in accessing financial services and entitlements and in the control of economic resources.
- 52 **Official development assistance (ODA).** Ghana received net ODA of USD 911 million in 2019, ranking it 21st out of the 48 sub-Saharan African ODA recipients. From 1990 to 1999, ODA flowed at an annual average rate of USD 633.7 million per year, but this increased to USD 1.1 billion from 2000 to 2009 and again to USD 1.4 billion from 2010 to 2019. As a share of GDP, ODA declined from 9.7 percent of GDP from 1990 to 1999, to 9.6 percent from 2000 to 2009, and to 2.9 percent from 2010 to 2019 (Box 2) (OECD, 2022).
- 53 As an LMIC, Ghana has reduced access to development aid on concessional terms. As such, non-concessional loans and private external finance have become an increasingly important source of development finance. Accordingly, Ghana has become one of the largest recipients of foreign direct investment (FDI) in West Africa, with inflows increasing from an average USD 784 million (3.8 percent of GDP) in 2000–2009 to USD 3.2 billion (6.3 percent) in 2010–2019 (World Bank, n.d.d.). Although Ghana's FDI inflows are larger than the average LMIC's, FDI has mainly been to capital-intensive and jobs-poor sectors. Box 2 shows the 1990–2019 trend in aid and FDI to Ghana, total receipts for Ghana in 2017–2019 and trend in ODA to Ghana's agriculture sector.

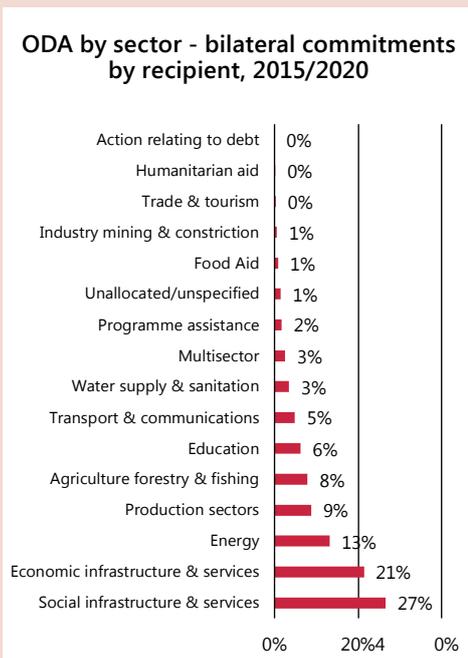
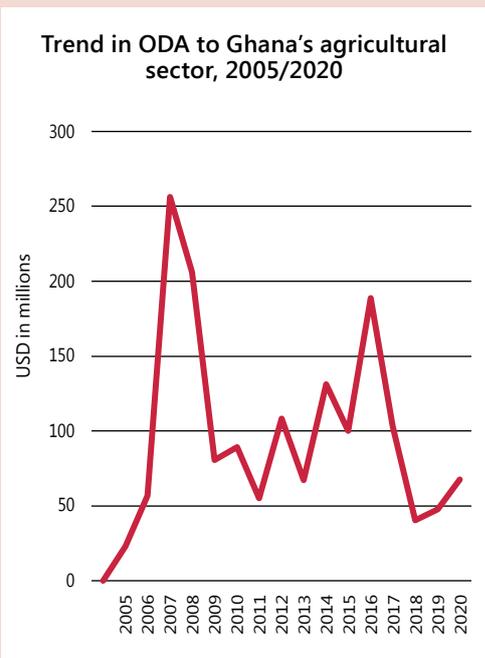
**Box 2 • Aid trends in Ghana**



Receipts for Ghana	2017	2018	2019
Net ODA (USD billions)	1.3	1.1	0.9
Bilateral share (net ODA)	47%	59%	57%
Net ODA/GNI (%)	2.2%	1.7%	1.4%
<b>Total net receipts (USD billions)</b>	<b>1.8</b>	<b>1.4</b>	<b>1.1</b>

Indicator (for reference)	2017	2018	2019
GNI per capita, Atlas method (current USD)	1 870	2 120	2 210
<b>Population (million)</b>	<b>29.1</b>	<b>29.8</b>	<b>30.4</b>



Source: Organisation for Economic Co-operation and Development. N.d. Aid at a Glance, Statistics by recipient country – Ghana. In: OECD. Paris. <https://www.oecd.org/countries/ghana/aid-at-a-glance.htm#recipients>



## 3. FAO in Ghana

### 3.1 Institutional context and office structure

- 54 Ghana became an FAO Member State in 1957. In 1959, FAO established the Regional Office for Africa in Accra and subsequently established the Country Representation in 1977. For the last 44 years, FAO has been actively providing policy guidance to the government and implementing a portfolio of programmes and projects to improve food security, nutrition and natural resources management.
- 55 The FAO Representation in Ghana is currently home to 15 personnel, comprising five regular programme personnel (the Assistant FAO Representative, an office assistant, a driver and an information resource assistant) and ten consultants working in different technical areas. The Country Office is co-located with the Regional Office for Africa in Accra and relies on the administrative and operational structures of the regional office.
- 56 FAO's main government counterparts in Ghana include the Ministry of Food and Agriculture, the Ministry of Sanitation and Water Resources, the Ministry of Works and Housing, the Ministry of Health, the Ministry of Environment, Science Technology and Innovation, the Ministry of Lands and Natural Resources, the Ministry of Finance, the Ministry of Trade and Industry, the Ministry of Gender, Children and Social Protection, the Ministry of Fisheries and Aquaculture Development, the Parliamentary Select Committee on Agriculture and Cocoa Affairs, and the Food and Drugs Authority.

### 3.2 FAO Ghana Country Programming Framework

- 57 The CPF is the principal instrument setting out the development priorities for collaboration between FAO and the Government of Ghana. The current CPF covers the period from 2018 to 2022 and outlines three priority areas (Table 1). The estimated financial requirement for the implementation of the CPF was USD 27.6 million. As of April 2022, there were USD 4.5 million in resources available and a funding gap of USD 23.1 million, reportedly due to limited opportunities for resource mobilization (FAO, 2021a).



**Table 1 • CPF 2018–2022 priority areas and outputs**

CPF priority area	Targets and outputs
<p><b>Priority area 1:</b> Sustainable agriculture drives agroindustrialization and economic growth</p>	<p>This aims to promote and support initiatives with a view to raising the output and productivity of agriculture; strengthening capacity for more sustainable production and consumption of safe and nutritious foods; and strengthening capacity to promote inclusive agroenterprises and value chain development, including accessibility to business and financial services and risk management tools.</p> <hr/> <p>1.1. Initiatives to raise the output and productivity of agriculture are strengthened and expanded in targeted areas.                      1.2. Public and private sector actors have strengthened capacity to promote inclusive agroenterprises and value chain development.                      1.3. Government and non-state actors have greater capabilities to improve sustainable production and the consumption of safe and nutritious foods.                      1.4. Value chain actors have increased accessibility to business and financial services and risk management tools.</p>
<p><b>Priority area 2:</b> Sustainable natural resources management for a safe, secure and productive environment</p>	<p>This aims to strengthen the country's capacity to implement policies and international instruments that foster sustainable production and address climate change and environmental degradation; promote initiatives for climate-resilient inclusive economic growth through the adoption of more integrated and cross-sectoral policies that sustainably increase production; and strengthen capabilities to adopt sustainable land, water, fisheries and forestry management practices and adapt to climate change.</p> <hr/> <p>2.1. Institutional capacity is strengthened to implement cross-sectoral policies and adopt international instruments that foster sustainable production and address climate change and environmental degradation.                      2.2. Smallholder agricultural producers, fishers and foresters have greater capabilities to adopt sustainable land, water, fisheries and forestry management practices.                      2.3. Smallholder agricultural producers, fishers and foresters are better able to adapt to climate change.</p>
<p><b>Priority area 3:</b> Resilient livelihoods for reduced vulnerability and rural poverty</p>	<p>FAO aims to work with government to strengthen capacity for emergency preparedness to reduce the impact of threats and crises in the agriculture sector; provide policy advice on multisectoral poverty reduction strategies and programmes; promote vulnerability reduction practices and measures, such as climate-smart agriculture, and promote interventions linked to the agriculture sector that address migration.</p> <hr/> <p>3.1. The capacity of the authorities and national stakeholders in the agriculture sector is reinforced for emergency preparedness to reduce the impacts of natural threats and crises.                      3.2. The capacity of communities is strengthened through the application of vulnerability reduction practices and measures.                      3.3. Strengthened national capacities to design and implement multisectoral poverty reduction policies, strategies and programmes, including in the context of migration and climate change.</p>

Source: Government of Ghana and FAO. 2017. Country Programming Framework 2018–2022. Accra.

### 3.3 Overview of FAO's portfolio in Ghana

- 58 Over the evaluation period (2018–2022), FAO implemented 19<sup>1</sup> national projects in Ghana. The country is also listed as a beneficiary of 14 global projects, 7 regional projects and 4 subregional projects. The total budget for national projects operationally active from 2018 to 2022 is USD 5.2 million, of which USD 4.5 million was specifically approved during the evaluation period. The total delivery over the four-year period is USD 4.2 million. The specific shares of the global, regional and subregional project budget allocated to Ghana were not available in FAO's Field Programme Information Management System (FPMIS).
- 59 As shown in Table 2, the national projects include 15 Technical Cooperation Programmes (TCPs), with an average budget of USD 238 309. The TCPs covered several areas:
- Two projects supported the development of Ghana's Agricultural Investment Plan and the National Agricultural Engineering Policy.
  - Two projects supported the implementation of the Investing for Food and Jobs (IFJ) initiative and the Planting for Food and Jobs campaign.
  - One project focused on strengthening structures and frameworks for the agriculture sector to participate competitively in AfCFTA.
  - Four environmental projects focused on the management of shea tree parklands, the sustainable management of wetland resources, the compilation of physical asset and flow accounts for forest and other wooded land, and the formulation of a proposal on the restoration of degraded mangrove areas.
  - Two projects focused on enhancing resilience and emergency preparedness (to COVID-19) and a response to the fall armyworm (FAW) outbreak.
  - One project focused on enhancing e-agriculture structures and mechanisms for extension, surveillance and early warning.
  - The remaining three TCPs focused on the promotion of conservation agriculture and integrated pest management, the strengthening of food control systems and support for malnutrition reduction through food-based approaches.

**Table 2 • National projects operationally active by fund type, 2018–2022**

Funding group	No. of projects	Total budget (USD)	% share of total budget
Technical Cooperation Programme	15	3 574 642	69
Government Cooperative Programme	1	800 000	15
United Nations Joint Programme	1	303 886	6
Office of Special Relief Operations	1	300 000	6
Unilateral trust fund	1	157 425	4
<b>Total</b>	<b>19</b>	<b>5 165 954</b>	<b>100</b>

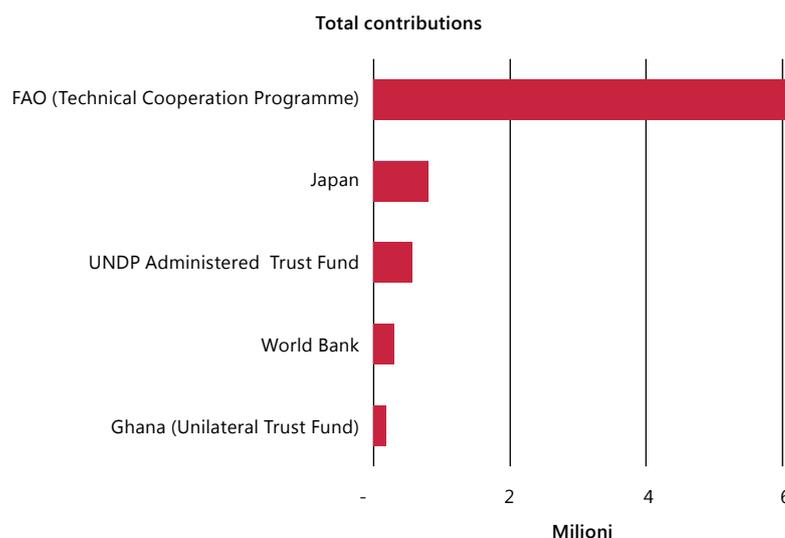
Source: FAO. 2022. Field Programme Management Information System (FPMIS). In: FAO. Rome.

- 60 The top resource partners for the national projects were FAO through TCPs, Japan, the UNDP-administered Donor Joint Trust Fund and the World Bank (Figure 1). TCPs accounted for 69 percent of the total contribution. Japan was the second-largest resource partner, with a total contribution of USD 800 000, funding one project focused on the recovery of the environment and the livelihoods of smallholder farmers affected by illegal mining in selected

1 The evaluation takes into account projects that were operationally active from January 2018 to April 2022 as the data collection was conducted in June 2022. As such, the figures quoted in this paragraph do not include two projects, UNJP/GHA/037/UNJ and UTF/GHA/038/GHA with budgets of USD 99 999 and USD 924 039, which were launched in November 2022 and December 2022, respectively.

cocoa-farming communities. The UNDP-administered Multi-Partner Trust Fund Office (the Antimicrobial Resistance Multi-Partner Trust Fund) also funded a project focused on One Health antimicrobial resistance (AMR) (UNJP/GHA/036/UNJ), while the World Bank funded an emergency project to assess the impact of COVID-19 and the food security and vulnerability information gap in Ghana (OSRO/GHA/001/WBK). The Government of Ghana, through the unilateral trust fund (UTF), also funded a project on profiling and characterizing conservation agriculture practices and adoption in Guinea Savanna.

**Figure 1 • Main resource partners for FAO Ghana's national projects (2018–2022)**



Source: FAO. 2023. Field Programme Management Information System (FPMIS). In: FAO. Rome.

- 61 During the evaluation period, 14 global projects were implemented in Ghana. They focused on the Forest and Farm Facility; strengthening capacities for nutrition-sensitive food systems; support for and capitalization on the European Union land governance programme; small-scale fisheries; aquaculture; emergency assistance for the prevention and control of the H5N1 highly pathogenic avian influenza (HPAI); AMR; integrating the agriculture sectors into national adaptation plans; the Monitoring and Analysing Food and Agricultural Policies (MAFAP) programme, and monitoring water productivity by remote sensing to assess water productivity gaps. Appendix 2 lists all the national, global and regional projects that were operationally active during the evaluation period.
- 62 Seven regional projects were implemented in Ghana between 2018 and 2022. They focused on the development of a transfrontier conservation area linking forest reserves and protected areas in Ghana and Côte d'Ivoire; building the capacity of the Economic Community of West African States (ECOWAS); supporting the transition to climate-smart agricultural food systems; enhancing capacity to reduce risk of the emerging Tilapia lake virus; creating agribusiness employment opportunities for youth through sustainable aquaculture systems and cassava value chains in West Africa; boosting the safety and nutritional balance of street food; and enhancing capacity for the effective mobilization and use of resources for food security and nutrition.
- 63 Three subregional projects were implemented in Ghana between 2018 and 2022, aimed at improving coordination and strengthening the resilience of vulnerable households by improving preparedness and effective humanitarian response to increased acute food insecurity; and at addressing food insecurity in the Sahel and informing effective humanitarian response to strengthen the resilience of vulnerable households.

- 64 During the evaluation period, the FAO Investment Centre provided support to the Government of Ghana in the design and supervision of five investment projects. This included four projects funded by the World Bank which supported the design of the Ghana landscape restoration and small-scale mining project, implementation support mission for the land administration project, design of the cocoa value chain development project, and the completion report for the commercial agriculture project. The remaining project, financed through the FAO Trust Fund, contributed to the finalization of the Ghana integrated plan for agrifood-systems development formulation report. Appendix 3 presents further details of these five projects.



## 4. Assessment of FAO's strategic positioning

### 4.1 Strategic relevance

**Finding 1.** FAO's programme is relevant and contributes to the Ghanaian Government's priority of agricultural modernization by building capacity in: i) value chains that are driven by sustainable production and the consumption of safe and nutritious food; ii) climate resilience and inclusive economic growth; and iii) strengthening anticipatory actions and livelihood support to reduce the impact of threats and crises in the agriculture sector. However, the design and implementation of the CPF is not optimally responsive to the challenges and opportunities of Ghana as an LMIC. FAO Ghana was unable to position itself in a way that would support the government's plan to increase its domestic resources for private sector-led investment.

- 65 FAO's Ghana CPF 2018–2022 is fully aligned with the Government of Ghana's development agenda, as set out in the Coordinated Programme of Economic and Social Development Policies 2017–2024 (CPESDP) (Republic of Ghana, 2017) and the 2018–2021 Medium-Term National Development Policy Framework (MTNDPF).<sup>2</sup> These are underpinned by the government's vision of "Ghana Beyond Aid", of increasing Ghana's reliance on public resources to mobilize private investment to lead the country's economic transformation. The modernization and transformation of the agrifood system is one of its five strategic pillars and aims to promote agroindustrial diversification to help achieve the Sustainable Development Goals (SDGs).
- 66 The CPF's priority area 1 (sustainable agriculture drives agroindustrialization and economic growth) supports the government's agenda of modernizing agriculture by promoting inclusive agroenterprises and value chains through improved and expanded agricultural productivity and providing the public and private sectors with increased access to business and financial services and risk management tools. To complement the promotion of sustainable production, FAO Ghana's support for agroindustry and value chains includes the sustainable consumption of safe and nutritious foods. Its work to strengthen related capacity and coordination includes the development of decision-support tools, such as flagship investment plans, policies and data management.
- 67 The CPF's priority area 2 (sustainable natural resources management for a safe, secure and productive environment) supports the government's priority to implement policies and international instruments that foster sustainable production and address climate change and environmental degradation. Informed by the Malabo Declaration and aligned with FAO's regional priority, the CPF is relevant to climate-resilient growth in that it aims to sustainably increase production and strengthen capabilities to adopt sustainable land, water, fisheries and forestry management practices. In this regard, FAO's work on awareness and capacity building, protecting and/or restoring terrestrial and marine ecosystems, and enabling smallholder agricultural producers, fishers and foresters to better adapt to climate change is highly relevant in the context of Ghana's degraded, polluted and overexploited arable land and ecosystems.
- 68 The CPF's priority area 3 (resilient livelihoods for reduced vulnerability and rural poverty) supports the government's priority to address climate change and disaster risk management. Climate change is increasing the vulnerability of farming systems, thus weakening coping strategies and resilience. In this context, FAO Ghana is undertaking highly relevant work with the government to strengthen capacity for anticipatory action to reduce the impact of threats and crises in the agriculture sector; improve the livelihoods of rural households;

<sup>2</sup> The 2018–2021 MTNDPF is called *An Agenda for Jobs: Creating Prosperity and Equal Opportunity for All*, while the National Agriculture Investment Plan is called *Investing for Food and Jobs (IFJ): An Agenda for Transforming Ghana's Agriculture (2018–2021)*.

and support the development of inclusive and sustainable agroindustrialization. However, it has not systematically collated data from the various pilot projects on climate resilience to demonstrate linkages to national and global policies such as to Ghana's nationally determined contribution (Republic of Ghana, 2015), in line with the Paris Agreement. Another major gap is the lack of access to financing for climate resilience. FAO's programme is aligned with the need to improve livelihoods for people in rural communities, to boost their resilience to climate change and be part of inclusive agroindustrialization. A review of FAO's portfolio demonstrated that the Organization was working in areas of high poverty incidence, low agricultural output and severe environmental degradation.

- 69 The Government of Ghana said that a major lesson it had learned from implementing its IFJ initiative (Ministry of Food and Agriculture, 2018) was the vital need to stimulate and engage the private sector to invest in the government's agenda. Despite this, the CPF goal of strengthening the capacity of public and private sector actors to promote inclusive agroenterprises and value chain development had very limited success. The CPF did not have an explicit provision for linking public and private sector investments and creating jobs for the food and agriculture sector. For instance, the individual projects of FAO Ghana were not systematically designed and implemented to reflect the IFJ need for resource mobilization and agribusiness development. Beyond IFJ-related plans, FAO Ghana's approach to agroindustrialization was largely limited to the farm production end of the value chain and did not engage in public-private sector investments for more upstream value addition, such as processing and marketing. This would have potentially enabled farmers and other actors to add more value to products, increasing and diversifying their income. Rather than having an integrated agrifood value chain approach, FAO Ghana focused on community-based agrifood value chain projects at the micro pilot stage.
- 70 FAO's programme in Ghana is also fully aligned with FAO's 2017 Strategic Objectives (SOS)<sup>3</sup> and with the current Strategic Framework (2022–2031) and its corresponding programme priority areas (the four betters): better production, better nutrition, a better environment and a better life.<sup>4</sup>

## 4.2 Comparative advantage

**Finding 2. A majority of stakeholders recognized FAO's corporate niche as a convener in the food and agriculture sector. In Ghana, FAO is known in particular for its exemplary contributions to tackling AMR and the fall armyworm infestation. It is seen as a vital link to FAO's corporate technical expertise, normative tools, policy guidance and extensive databases. FAO Ghana's ability to influence the government was highly valued by interviewees and survey respondents.**

- 71 FAO Ghana demonstrated its added value in certain areas of exemplary work. This includes its financial and technical support for the Ministry of Food and Agriculture in developing the flagship IFJ programme, which is widely referred to in Ghana. FAO Ghana

3 *SO2*: Making agriculture – crops, livestock, forestry and fisheries – more productive through industrialization and mechanization and its Outcome that “producers and natural resources managers adopt practices that increase and improve the provision of goods and services in agriculture sector production systems in a sustainable manner”. *SO3*: Reducing rural poverty by increasing the farm incomes of the majority of the rural population who are into agriculture as their main source of livelihood and income, and are poor. *SO4*: Expanding and promoting a food culture, which utilizes the locally produced agricultural food for healthy food systems, curbing malnutrition in its two directions – dietary and consumption malnutrition – under-feeding and over-feeding. *SO5*: Resilience of smallholder agricultural value chain actors to threats of climate change, poor financial services, low mechanization, etc.

4 *Better production*: Ensure sustainable consumption and production patterns, through efficient and inclusive food and agriculture supply chains at local, regional and global level, ensuring resilient and sustainable agrifood systems in a changing climate and environment. *Better nutrition*: Nutrition for the most vulnerable, safe food for everyone and reducing food loss and waste. *Better environment (BE)*: Protect, restore and promote sustainable use of terrestrial and marine ecosystems and combat climate change through more efficient, inclusive, resilient and sustainable agrifood systems, specifically, BE3 – biodiversity and ecosystem services for food and agriculture. *Better life*: Reduce inequalities – between urban and rural areas, rich and poor, and men and women – and promote inclusive economic growth.

also leveraged the expertise, tools, data and coordination skills of various FAO offices, with the participation of multiple stakeholders, in response to AMR and other transboundary food chain threats, such as the FAW.

- 72 FAO Ghana is valued for its ability to influence government policy. However, both the stakeholders interviewed and the respondents to the evaluation survey noted the need for FAO to do more in this regard, particularly in relation to how to support the Government of Ghana priority in the area of mobilizing public investment to attract private investment (see Finding 1, paragraph 44 and Finding 9) and in scaling up and de-risking value chain work with smallholder farmers (see paragraph 66 and Finding 13, paragraphs 86 and 87). FAO Ghana could liaise with relevant institutions to support the government in policy analysis and sustained policy engagement with the corresponding decisionsupport tools for policymaking (e.g. see MAFAP in paragraph 82) on climate change and for increasing public and private investment.

**Finding 3. While most stakeholders hold FAO in high regard, they noted that its strategic positioning and leadership do not adequately match Ghana's current context and landscape.<sup>3</sup> Many stakeholders observed that FAO Ghana's strategic position had remained static and not responded to changing demand, for example, for upstream information services and capacity building using high-quality tools for evidence-based strategic planning and decision-making for the food and agriculture sector.**

- 73 Many stakeholders interviewed and survey respondents value FAO's work at community level, citing the importance and relevance of FAO's work on the ground. At the same time, several stakeholders noted the increased technical and implementation capacity of government departments and various other actors and programmes in Ghana's food and agriculture sector. A number of stakeholders questioned whether some of FAO Ghana's services could be better provided by other organizations. Moreover, stakeholders consistently noted that FAO had not adapted to focus more on upstream services that would give the country greater levels of expertise and innovation amid a decline in ODA and gaps in financing smallholder farmers' engagement in the agrifood value chain.

**Finding 4. Stakeholders and the evaluators believe that FAO Ghana has not been able to demonstrate a comparative advantage in sustainable and equitable value chains or in agroindustrialization. Its work centres mostly on production and it has yet to demonstrate the financial viability of its community-based value chain projects. Similarly, community enterprises are yet to be aggregated and integrated into value chains that could attract investment.**

- 74 This finding stems from views that FAO Ghana has become bogged down in the details of field implementation, with its work remaining largely in agricultural production and basic services, which tend to have limited value added and potential for private sector investment. FAO Ghana's partnership with the private sector is very limited. FAO has not been able to demonstrate its added value with regard to the private sector. There is also a perception that FAO Ghana's leadership remains focused on conventional project funding rather than on more strategic financing.
- 75 The inadequacy of FAO's comparative advantage in value chains and agroindustrialization is a major gap given their importance to the Ghanaian economy and the corresponding government plans and priorities. In addition, most stakeholders consulted see smallholder farmers' lack of access to finance and markets as a major constraint. In line with the

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<sup>5</sup> See section 2 of this evaluation report.

CPESDP and MTNDPF, the United Nations in Ghana, through its UNSDP, identified that the greatest potential to add value to Ghana as an LMIC is by facilitating and supporting the strengthening of the government's institutional capacity for implementing and enforcing policy and programmes, as well as promoting domestic resource mobilization to attract private sector investment. FAO Ghana has taken this up as a major focus of its CPF and has reflected it in the CPF priority area 1 and corresponding targets. However, FAO has yet to adequately support the government's priority in promoting domestic resource mobilization to attract private sector investment through supporting institutional capacity to implement and enforce enabling policies and programmes. In addition, FAO's value chain work has yet to show viable models to attract investors.

**Finding 5. FAO occupies a niche in its expertise on integrating agricultural production with natural resources management. It has engaged in promoting sustainable agricultural production while conserving and/or restoring degraded landscapes. This has underpinned FAO Ghana's work on resilient livelihoods. However, while the potential for this niche is widely recognized, FAO's work has largely been limited to small-scale pilot projects.**

- 76 The survey results confirm that the most significant challenges to the food and agriculture sector are climate change and sustainable natural resources management. In this regard, stakeholders value FAO's combined expertise in sustainable agriculture and natural resources management.
- 77 FAO Ghana is valued for its technical support on reducing vulnerabilities and enhancing resilience through food and nutrition security in diverse agroecologies. External stakeholders widely consider FAO's corporate capacity to leverage technical expertise, data and normative tools, particularly on transboundary diseases, to be among the best in the world (see section 5 for more).
- 78 According to a number of external stakeholders and based on a mapping of the project portfolio, FAO Ghana's approach is based on a combination of anticipatory pilot projects to reduce vulnerabilities by responding to immediate livelihood needs with long-term environmental and economic goals through a combination of: i) vulnerability studies; ii) access to, sustainable use of and conservation/restoration of natural resources; iii) improved agricultural practices related to climate-smart agriculture; iv) diversification of livelihoods; and v) related awareness-raising.

**Finding 6. FAO's ability to leverage its corporate technical expertise in Ghana has been mixed. Its FAW and AMR work has been commended. However, there are areas of demand that FAO Ghana has been unable to fulfil, and this has led to other organizations, such as the World Food Programme (WFP), stepping up and becoming more visible.**

- 79 FAO Ghana provided financial and technical backstopping support for the development of the government's *Long Term Low Carbon Climate Resilient Agricultural Development Pathways* (Ministry of Food and Agriculture, 2020a). For instance, it provided downscaled regional climate information using Representative Concentration Pathways. However, none of the decision-support tools and climate scenario and modelling tools were from FAO.
- 80 FAO's collaboration with UNDP and WFP on the development of an early warning system/application for the National Disaster Management Organisation (NADMO) and Ministry of Food and Agriculture is noted (further elaborated in paragraph 107). Stakeholders, however, mentioned that aside from the Socio-economic Response and Recovery Plan

(SERRP) (UN, 2020a) and Comprehensive Food Security and Vulnerability Analysis (CFSVA) (FAO and WFP, 2020), FAO's resilience work is comparatively less visible in Ghana. Other organizations, primarily WFP, are more prominent and seen to be more responsive. While WFP is considerably better resourced, with more personnel, most stakeholders expressed the need for FAO's specific technical expertise and the need for FAO to step up its provision of strategic and innovative resilience support for the country's food and agriculture sector. Due to increasing demand and major gaps in responses in food systems transformation and resilience work, organizations such as WFP have effectively taken on new areas of work, which could be considered FAO's territory – i) private sector integration to produce and market safe, nutritious and affordable food; and ii) strengthening national food systems by encouraging government, the private sector and farmers to modernize and create a more efficient and market-engaged food supply chain – with WFP providing post-harvest facilities, technology and services.

### 4.3 Partnership and coordination

#### 4.3.1 Government

**Finding 7. FAO Ghana has a long-standing partnership with the Government of Ghana and its various ministries and departments. During the evaluation period, its collaboration varied in terms of strategic value and scope. It was primarily anchored in the development of the CPF and subsequent project execution, the majority of them TCPs.**

- 81 Evidence collected from stakeholder mapping and interviews shows that FAO's primary partner is the Government of Ghana, specifically the Ministry of Food and Agriculture and its various departments at national, district and local levels. Collaboration between the ministry and FAO Ghana has been fruitful, with mutual appreciation. The government, mainly the Ministry of Food and Agriculture, has been actively engaged in consultations, defining and setting the priorities of the CPF. In turn, under the CPF, two TCPs supported the implementation of the IFJ and the Planting for Food and Jobs campaign. In addition, two projects supported the development of Ghana's Climate-Smart Agriculture Investment Plan and the National Agricultural Engineering Policy.
- 82 FAO Ghana also has long-standing relationships with the Ministry of Fisheries and Aquaculture Development, although its work also includes other ministries, such as the Ministry of Lands and Mineral Resources, the Ministry of Environment, Science, Technology and Innovation, the Ministry of Health, the Ministry of Local Government and Rural Development, the Ministry of Trade & Industry, National Department Planning Commission, the Ghana Agricultural Irrigation Authority and the Ghana Cocoa Board. Its collaborations with these ministries and agencies are more sporadic and engagement could be enhanced. The agrifood system is not just about agriculture, it encompasses climate financing, public and private investment and economic growth, all of which are within the domain of the Ministry of Finance. FAO Ghana has very limited contact with the Ministry of Finance, which also allocates finance for agriculture, trade and climate change, among other things. And while smallholder farmers' lack of access to financial services is widely recognized, joint analysis and planning with the Ministry of Finance has not been pursued to address the issue.
- 83 FAO Ghana's secondary partners include academic and research institutions that have been involved at project level. FAO Ghana has collaborated with public universities (such as the University of Ghana, the Kwame Nkrumah University of Science and Technology and the University of Cape Coast). NGOs, faith-based organizations and community-based organizations generally facilitated FAO Ghana's engagement with project beneficiaries in the field.

**Finding 8. While the government appreciates the technical expertise and professional commitment of the FAO Ghana team, its ownership of the programmes and projects seems limited and/or inconsistent.**

- 84 FAO's partnership with key government ministries has tended to revolve around TCPs, where the government has requested technical assistance on certain issues or to meet certain needs. However, these projects have been executed on a piecemeal basis. While the TCPs are meant to act as seed funding and catalyse further action, there is a limited sense of ownership on the government side. With very few exceptions, most TCPs have not resulted in further programmes or funding.
- 85 FAO Ghana has engaged with the National Disaster Management Organisation, the government agency responsible for disaster risk reduction and management and emergency response. The collaboration has been cordial and responsive, based largely on piecemeal projects, but not on holistic resilience programming. There is much scope to expand this partnership and put it on a more strategic footing, with medium- to long-term perspectives. There is a need for FAO's specific technical expertise and for FAO to lend more strategic and innovative resilience support to Ghana's food and agriculture sector. As mentioned, capacity building for the systematic development of datasets, with real-time data for a fully functioning early warning system, could be applied to the agrifood value chain, with a corresponding investment strategy.
- 86 Several stakeholders observed that FAO focuses on piecemeal services rather than more innovative, upstream services – for example, a comprehensive strategy to support seed sector development or a holistic plan in response to the fertilizer crisis.

#### 4.3.2 Private sector

**Finding 9. Although FAO has made efforts to engage the private sector, this engagement has been limited and not systematized to foster collaboration, something that is vital to both the government's agroindustrialization agenda and private investment-led economic growth.**

- 87 As set out in the strategic relevance section, the CPF does not include mechanisms to link public and private sector investment to finance an inclusive and viable agroindustry. To date, there has been one project (TCP/GHA/3704/C1) to provide "support to the implementation of the Investing for Food and Jobs", which aimed at developing coordination mechanisms for government institutions and private sector stakeholders. The aim was to improve implementation of the National Agriculture Investment Plan. The coordination element aimed to i) strengthen and promote the formation of commodity associations to facilitate the development of the commodity value chains being targeted under the IFJ; and ii) promote fiscal policy instruments to enhance financial investments for the IFJ.
- 88 There have been a number of opportunities for FAO Ghana to follow up and engage with the private sector. Ideas could be gleaned, for example, from the FAO regional office's facilitation of the African Agribusiness Leadership Dialogue in Accra in 2020 and 2022 (FAO and African Agribusiness Leadership Dialogue, 2020). The dialogues produced many clear links and points of engagement with the private sector and opportunities for public-private partnership investments, in line with FAO Ghana's CPF. These include: i) providing capital to agribusinesses through, for example, blended finance options that combine finance with technical assistance; ii) de-risking the agriculture sector and leveraging technology; iii) identifying domestic opportunities for value addition in specific value chains; iv) promoting an all-inclusive digital-first agenda within smallholder farming communities; v) promoting policies that encourage private sector entrepreneurs to shift towards innovative ecosystems; vi) creating a digital marketplace that works offline to enable farmers to sell

products, purchase inputs and raise financing; vii) facilitating input financing for smallholder farmers through a larger accessible offtaker market and increasing access to mechanization; and viii) disseminating knowledge among stakeholders on the effects of climate change and global value chain disruptions on food resilience.

- 89 Moreover, the African Agribusiness Leadership dialogues produced specific requests for FAO, which could be relevant to FAO Ghana: i) to ensure that data collection efforts were practical and that information was trade-relevant for the private sector – FAO data should be both informed by and useful to private sector actors in making real-time agricultural investment decisions; ii) to ensure that private sector input was taken into consideration in the development of public financing and investment plans for agriculture; and iii) to continue efforts to build capacity and create awareness among actors in agricultural value chains to catalyse the sustainable transformation of food systems.
- 90 A good start is the joint project between the FAO Regional Office for Africa, FAO Ghana and the Ignitia Ltd (Ignitia Tropical Weather Forecasting, 2022) on a weather forecasting extension through mobile phones (apps or SMS/USSD code, etc.). The forecasts also feature monthly and seasonal predictions and detail the likelihood, timing and intensity of the weather. This engagement with the private sector is potentially very useful for planning the agricultural calendar of smallholder farmers, given increasingly erratic weather patterns.

#### 4.3.3 United Nations and development partners

**Finding 10.** There has been fruitful collaboration with the United Nations country team (UNCT). FAO Ghana's contribution, such as its capacity allows, is appreciated. The UNCT and FAO Ghana Representatives agree, however, that expectations of FAO's leadership role do not match FAO Ghana's capacity to deliver, particularly when it comes to equitable agrifood systems transformation and the mobilization of public-private investment. As mentioned, other organizations such as WFP have stepped in to meet such demand.

- 91 The UNSDP steers the partnership and coordination between FAO Ghana and the UNCT. In line with the CPESDP and MTNDPF, the UNSDP identified the greatest potential for adding value to Ghana as an LMIC to be in supporting institutional capacity to implement and enforce policy and programmes and in promoting domestic resource mobilization to attract private sector investment. There are perceptions that most United Nations agencies have adjusted well to this new reality by being more strategic in their partnerships at field level, while at the same time providing leadership, foresight and coordinated responses to complex issues such as climate financing and engaging the private sector in agroindustrialization investments that are inclusive and supportive of a rights-based approach. There is a widespread perception that FAO Ghana tends to get bogged down in the details of field implementation, while leadership is lacking for a more holistic value chain that includes post-harvest activity, processing and marketing. In addition, there is a perception that FAO Ghana's leadership remains focused on conventional project funding rather than more strategic financing.
- 92 Within the UNCT, FAO is chair of results area 1 on "shared prosperous economy pertaining to sustainable agriculture driving agroindustrialization and creating opportunities for inclusive economic growth". It also serves as the technical adviser on results area 3, the "protected and safe environment". Interviewees commended FAO for its facilitation work and its role in planning and executing day-to-day action. Evidence shows that the UNCT has high expectations of FAO, but that FAO is struggling to step up. It is expected to take a greater leadership role. FAO Ghana did not, for instance, take on a more strategic role in the United Nations Food Systems Summit. Some development partners suggested that FAO did not coordinate and lead the agenda-setting and process effectively for the Food Systems Dialogue in Ghana. In addition, some funding opportunities were missed, despite resource partners reaching out and showing interest in funding. Moreover, there is also a

belief that FAO's work on the agrifood value chain could have resulted in more products and services that attracted private sector investment. In addition, FAO Ghana's contribution to climate change has not been visible to stakeholders, particularly with regard to mitigation and adaptation in food and agriculture.

- 93 FAO co-chairs the Agriculture Development Partners Working Group with the United States Agency for International Development (USAID), as well as the Agricultural Sector Working Group (ASWG)<sup>6</sup> with the Ghanaian Ministry of Food and Agriculture. Stakeholders said they valued FAO Ghana's role, particularly with regard to facilitating access to FAO's expertise and corporate services. However, they observed that FAO's leadership has been diminishing. They also expressed the need for FAO Ghana to take a stronger leadership role in terms of value addition to the inclusiveness and growth of agrifood systems in Ghana. In addition, the Inter-Agency Working Group on Emergencies is coordinated by NADMO and composed of United Nations agencies, development partners and NGOs. FAO Ghana is a member, but has not participated for a long time.
- 94 FAO, in cooperation with the Government of Ghana and the United Nations country team, particularly WFP, conducted important vulnerability assessments in 2020: the SERRP and the CFSVA. The CFSVA was jointly led by WFP and FAO. It used FAO's household dietary diversity score,<sup>7</sup> including the Minimum Dietary Diversity for Women (MDD-W), as a foodbased indicator for measuring dietary diversity and micronutrient adequacy.<sup>8</sup> There was also a request to use FAO's Food Insecurity Experience Scale (FIES), which is useful for linking food access with constraints.<sup>9</sup> However, FAO Ghana does not have a monitoring, evaluation and learning (MEL) focal point who could have managed the use of FIES. Moreover, WFP has a stronger working relationship and visibility with many stakeholders, such as the Alliance for a Green Revolution in Africa (AGRA), civil society organizations (CSOs), NADMO and the private sector.

#### 4.4 Evolution of the country programme

**Finding 11.** The thematic focus of the current CPF (2018–2022) remains closely linked to the previous one (2013–2017), suggesting consistent engagement in targeted priority areas. FAO Ghana's most noticeable evolution was a shift from food and nutrition security to agroindustrialization. This was probably in response to the government's priority to modernize agriculture. However, the shift in focus was not matched by an expansion of partnership arrangements. FAO Ghana has not developed a strong programmatic approach with a corresponding resource mobilization strategy and is heavily dependent on TCPs.

- 95 Per the CPF, FAO Ghana's most pronounced evolution was a shift in focus away from food security (food availability, access, utilization and stability) to agroindustrialization and economic growth, expanding its focus from sustainable production to sustainable and inclusive agrifood value chains. In addition, while climate change mitigation and adaptation remained a priority, FAO Ghana's CPF concentrated its focus to link sustainable agriculture with natural resources management. Moreover, FAO Ghana tightened the focus of its livelihood resilience work from broader rural development to reduced rural poverty.

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6 The ASWG is a policy dialogue platform for engaging the Government of Ghana and its development partners. It coordinates alignment with the Food and Agriculture Sector Development Plan (FASDEP II), supports the implementation of the medium-term investment plan and facilitates the preparation of joint annual sector reviews.

7 The Household Dietary Diversity Score is a qualitative measure of food consumption that reflects household access to a variety of foods (FAO, 2011).

8 The M-DDW is a food-based indicator for measuring dietary diversity and micronutrient adequacy, key dimensions of the diet quality of women of reproductive age (FAO, 2021h).

9 FIES is an experience-based measure of household or individual food security. The questions focus on self-reported food-related behaviours and experiences associated with increasing difficulties in accessing food due to resource constraints (FAO, 2022e).

- 96 FAO Ghana is largely focused on farm production rather than further integrating agricultural production into the entire value chain. Generally, processing and marketing activities add more value and are potentially more attractive for investments. The evaluation found that FAO Ghana had not set out a vision and strategic direction for an agrifood systems approach in a country with a rapidly growing economy, where poverty is prevalent among smallholder farmers and where the government places high priority on modernizing and transforming the agriculture sector through private sector-led investment.
- 97 FAO Ghana has not yet expanded its partnership with the private sector to better understand and tap into its contributions to the agricultural transformation of Ghana, to focus not only on economic growth but also on sustainable and equitable factors and to avail of its expertise in operating and financing value chain development. The evaluation recognizes that FAO faces challenges in mobilizing resources, leading to heavy TCP reliance. FAO Ghana does not appear to have questioned its dependence on TCPs for its operational budget. Grant subsidies for value chain operations are unsustainable and do not reflect the principles of financially viable value chains.



## 5. Assessment of FAO's contributions

98 This section presents the evaluation findings on the use of the CPF. It is followed by an assessment of FAO Ghana's contribution to development results. The results are organized according to the contribution per priority area and the corresponding target outputs. Each of the priority areas is illustrated with examples that contribute to more than one priority area. The results are followed by a consolidated analysis of sustainability, gender and social inclusivity, and factors that influence results.

### 5.1 Contributions to priority area 1

**Finding 12. FAO Ghana's most important contribution to agroindustrialization is manifested in its support for the development of the Ministry of Food and Agriculture's IFJ and its corresponding investment plans, policies and data. FAO Ghana does not track how the policies and strategies have been used, nor has it established coherence with related initiatives to optimize results.**

- 99 FAO Ghana provided financial and technical support for the consultation processes and the development of the national agriculture investment plan, called: Investing in Food and Jobs: An Agenda for Transforming Ghana's Agriculture (2018–2021), or IFJ. The plan adopted an instrument-based approach, corresponding (sub-)programmes, investment areas and policy tools. The plan relies on the use of public sector funding and substantial investments from the private sector and farmers. The IFJ is widely supported by stakeholders including the government, the United Nations, the World Bank and CGIAR.
- 100 FAO Ghana supported the Government of Ghana's Planting for Food and Jobs campaign, largely through capacity building and profiling business models for the commodity value chain of selected crops.<sup>10</sup> It also provided support to strengthen public and private sector seed management in areas such as testing, multiplication and certification. FAO Ghana also provided training with a manual on hybrid maize seed production for the seed producer association of Ghana (NASTAG). While no doubt useful, the support that FAO provided lacked coherence. It is unclear whether such actions are the best use of FAO's expertise and resources. The business models did not result in actual investments in commodity value chains, while hybrid maize seed production is a conventional technology and there are hundreds of manuals already available<sup>11</sup> and adaptable for Ghana.
- 101 FAO Ghana lent financial and technical support to the assessment and consultation processes surrounding the development of the Ghana Agricultural Engineering Policy and Strategy (GAEPS), which seeks to provide harmonized interventions to build the engineering input and technology capacity of farmers along the value chain (crop, livestock and fishers) and develop the capacity of institutions through training, finance, research, etc. The GAEPS has been duly approved.
- 102 FAO Ghana provided financial and technical support for two policy documents on climate change mitigation and adaptation for the Ministry of Food and Agriculture. In 2020, it produced *Long Term Low Carbon Climate Resilient Agricultural Development Pathways* (Ministry of Food and Agriculture, 2019). In cooperation with the government and key scientific organizations, this development pathway aimed to balance adaptation, building

10 Maize, rice, cassava, livestock, poultry, soybeans, tomatoes, groundnuts, onions, sorghum and pepper.

11 A Google search produced almost 6 million results in 62 seconds.

climate resilience and reducing emissions from the agriculture sector.<sup>12</sup> In 2018, it produced the Investment framework for mobilization of resources into climate-smart agriculture (CSA) in Ghana (FAO & Ministry of Food and Agriculture, 2018), covering district-level planning in all six agroecological zones of Ghana. Although the focus was on crop and livestock commodity value chains, many of the investments were at the production level, with limited attention on processing and marketing. Furthermore, there was hardly any analysis and a dearth of recommendations as to sources of investment. There were no recommendations on how to attract private investors who might be reluctant to invest at production level. It is notable that in 2020, the Ministry of Food and Agriculture collaborated with the World Bank on a new Climate-Smart Agriculture Investment Plan (World Bank, 2020), which received technical assistance from the International Center for Tropical Agriculture (CIAT), the World Agroforestry Centre and the CGIAR Research Program on Climate Change, Agriculture and Food Security) and financial support from the Adaptation of African Agriculture initiative, the European Union, the International Fund for Agricultural Development (IFAD) and the World Bank. It did not mention the 2018 investment plan and FAO did not participate in its development.

- 103 FAO Ghana supported the profiling and characterization of conservation agriculture, which significantly contributed to its integration into the Ghana Agriculture Sector Investment Programme funded by IFAD. The Ministry of Food and Agriculture, in collaboration with FAO, saw the significant adoption, upscaling and sustained practice of conservation agriculture across all six administrative regions. This TCP was followed by a unilateral trust fund project (UTF/GHA/034), where the government gave funds to FAO to support the profiling and characterization of conservation agriculture. The positive outcome was limited to conservation agriculture and opportunities were missed for a more comprehensive response to climate change, such as climate-smart agriculture, which would have chimed with the Government of Ghana's existing policy (Essegbey *et al.*, 2015; World Bank, 2020).
- 104 Another project that generated high ownership from the government was the global project on AMR (GCP/GLO/710/UK). This project was executed in two regions of Ghana and judged to be highly successful. FAO's Farmer Field School approach was highly appreciated and sustained by both the poultry farmers in question and the regional government.
- 105 Monitoring and Analysing Food and Agricultural Policies is a global FAO programme designed to provide policymakers in developing countries with economically robust and credible evidence of the impact of their policies on value chain actors and, in particular, smallholders. In Ghana, an agricultural policy monitoring and analysis system was established. The systems delivered analytical indicators on price distortions stemming from market failures and government policy decisions. At the Ministry of Food and Agriculture's request, Monitoring and Analysing Food and Agricultural Policies, in collaboration with the International Food Policy Research Institute (IFPRI), analysed Ghana's public agricultural expenditure and rural investment strategies. The analysis supported government decisionmaking by providing evidence of the optimal allocation of scarce public funds across investment areas such as rural roads, irrigation, input subsidies and extension services. For the corresponding policy engagement, the project team established formal and informal partnerships with multiple agriculture sector stakeholders, including the Ministries of Agriculture, Trade and Finance, the French Agricultural Research Centre for International Development (CIRAD), IFPRI, the European Commission's Joint Research Centre, the World Bank and the European Union.
- 106 Monitoring and Analysing Food and Agricultural Policies will be setting up a taskforce with the Ministry of Food and Agriculture and others to validate a workplan for food loss and waste reduction. A post-harvest loss assessment for key value chains will be conducted to identify the quality, quantity, stages and processes of occurrence. A planned policy assessment will identify policy and regulatory changes to reduce food losses and food waste.

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12 Climate and agricultural models include: i) the assessment and characterization of the current climate change baseline impacts and vulnerability; ii) an analysis of future climate scenarios from a downscaled regional climate model; iii) the delineation of agricultural hotspots based on the future projections; and iv) the identification of adaptation and mitigation options for crops, livestock, fisheries and aquaculture and the attendant indicators to facilitate tracking of progress over time.

**Finding 13.** FAO Ghana has made a considerable contribution to initiatives aimed at improving farm productivity by scaling up the adoption of crop technologies, particularly in the area of conservation agriculture. Livestock has not been included, however, and there is limited evidence to suggest that FAO Ghana contributed to an increase in crop production.

- 107 FAO Ghana undertook several capacity building activities for state and non-state actors with regard to technologies that could improve on- and off-farm productivity. On-farm technologies included conservation agriculture, such as zero or minimal tillage or soil disturbance, crop diversification and rotation, permanent soil cover and integrated pest management. A total of 1 560 farmers from households in the three ecological zones were interviewed across the 26 districts. More than 80 percent of them had adopted conservation agriculture practices. The findings showed that these practices brought numerous benefits, including: i) a reduction in soil erosion and the maintenance of soil moisture (reported by 61 percent of respondents); ii) an improvement in crop yields over time (reported by 63 percent); and iii) an improvement in household food security (reported by 58 percent) (FAO, 2021f). This was echoed by evaluation field visits and focus group discussions. Participants said that the projects had helped to improve yields of maize and soya in fields where compost was used, as had the practice of minimal tillage.
- 108 The National Climate-Smart Agriculture and Food Security Action Plan of Ghana (2016–2020) recognizes that livestock farming constitutes an important component of agriculture and that, for the most vulnerable geographical regions of the country, livestock production is a key agricultural practice. For example, many farming systems in the Savannah agroecological zones of Northern Ghana practice crop-livestock interactions/integrated farming. FAO Ghana included livestock in its policy work on climate change, food and nutrition security and livelihoods. However, the climate-smart agriculture/conservation agriculture project did not capitalize on the possible synergic benefits of low-greenhouse gas livestock keeping. This was a missed opportunity. Small ruminants and poultry are relevant to smallholder farmers in the context of nutrient cycling from the consumption of crop residues and grain-based feeds and the return of ruminant and poultry manure to climate-smart/conservation agriculture fields.
- 109 FAO Ghana also provided support for certified seeds for climate-resilient crop varieties, such as maize and rice. The evaluation found that there was no mechanism in place to capture information on specific varieties and their traits, seed costs, field performance, farmers' assessments of these seeds or their adoption rates.
- 110 Some projects have had successful results, but verifiable data are lacking to confirm outcomes. For example, FAO Ghana's support for fish-smoking kilns has improved productivity and enhanced the business skills of women participants. In addition, FAO Ghana's work on AMR has improved both productivity and production. However, in general, there are very limited baseline and project data to show the rise in production across much of FAO Ghana's project portfolio.

**Finding 14.** Limited progress has been made on strengthening the capacity of public and private sector actors to promote inclusive agroenterprises and value chain development. FAO Ghana has done little to increase local access to business and financial services and risk management tools. The lack of private sector engagement and related investments is a major omission from the CPF priority area of agroindustrialization.

- 111 Aside from investment plans and strategies and capacity building exercises related to its participation in AfCFTA, FAO Ghana did not pursue concrete activities to promote inclusive agroenterprises and value chain development, or increased access to business and financial services or risk management tools for value chain actors. FAO Ghana was unable to mobilize private sector investment.

- 112 As indicated in its mid-term evaluation (FAO, 2016a) and confirmed by interviews, focus group discussions and field observations, the Forest and Farm Facility project in Ghana facilitated the establishment of the national business incubation team, with members across the forest, transition and Savannah ecological zones to provide business incubation services to member organizations. This team has been linked to the establishment of business development teams in each of the forest and farm producer organizations in the respective ecological zones to provide business development services specific to each zone. This is a key business development structure for the Ghana Federation of Forest and Farm Producers. Further activities include market analysis and development processes to develop business plans for baskets of products for each ecological zone. However, value chains and corresponding investments have yet to be established.

**Finding 15. FAO Ghana has, to some extent, helped to improve the sustainable production and consumption of safe and nutritious foods through capacity building and by piloting two projects using the food-based approach for dietary diversity and nutrition.**

- 113 Through a TCP (TCP/GHA/3703), FAO's support focused on addressing the challenges hindering the consumption of nutritious foods by vulnerable populations. In consultation with local communities, the project promoted awareness-raising, production and consumption of nutrient-rich foods, including orange flesh sweet potato and other local, nutrient-rich vegetables in home gardens and areas around farms. The evaluation's field observations and focus group discussions noted the participation and practice of both men and women. Given the short project duration of one year, however, it is too early to conclude whether this improved nutrition. The training of trainers is potentially a sustainable approach, especially with the accompanying training materials, which project stakeholders appreciated. The project is on the right track to promote locally available vegetables and spread corresponding local knowledge on nutritious food. The food demonstrations were well received. However, the further use of traditional knowledge could have been enhanced by popularizing local recipes.
- 114 One locally identified nutritious fruit is the turkey berry (*Solanum torvum*), a nondomesticated shrub that is highly popular in Ghana, where it is seen as a delicacy. While internationally, the turkey berry is considered an invasive species (CAB International, 2019),<sup>13</sup> discussions with stakeholders underscored that this is not reflective of national and local perceptions in Ghana, where the plant is widely valued by local communities for the berries' medicinal properties and nutritional value and taste. FAO Ghana commissioned research into the seed propagation of the turkey berry, given their very low germination rate. The Biotechnology Centre successfully propagated turkey berry seeds with an improved germination rate, with 6 000 seedlings distributed to 500 households. Training sessions were conducted on seeds and cuttings, propagation and cultivation practices. However, the project could have taken into account the shrub's classification as an invasive species, for instance, by introducing mitigation measures against possible invasiveness, raising awareness and training extension agents and local communities.
- 115 The introduction of turkey berry seedlings and the new propagation techniques involved producing a manual and training extension agents. The extension agents demonstrated and shared their knowledge of the traditional uses of the berry in local dishes and medicines. The training included recommended practices for nursing the seeds, agronomic practices and the establishment of healthy plants in home gardens. Household activities on the production and distribution of turkey berries discussed cultivation challenges. However, there were no reports available on how the project solicited and incorporated the knowledge of the local communities on how to propagate turkey berries and manage the possible invasiveness of the shrub. There is often sound traditional knowledge available on why local communities do not grow certain valuable plants on their farms and homesteads.

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<sup>13</sup> Invasive (alien) species are species whose intentional or unintentional introduction and/or spread outside their natural past or present distribution threatens biological diversity. Invasive species have the ability to establish themselves, invade, outcompete natives and take over the new environment (Convention on Biological Diversity, 2021).

## 5.2 Contribution to priority area 2

**Finding 16.** FAO Ghana conducted a number of activities that probably helped to strengthen the capacity of institutions to formulate and/or implement cross-sectoral policies and adopt international instruments to foster sustainable production, address environmental degradation and, to a lesser extent, address climate change. However, it failed to carry out systematic monitoring, assessment and evidence collection on how these interventions resulted in actions that improved implementation and outcomes.

- 116 FAO Ghana provided technical and financial support for multistakeholder consultation processes, as well as the formulation, validation and implementation of a number of policies and instruments, such as the Sustainable Management of Shea Parkland Strategy<sup>14</sup> and the pre-testing of the Legislative Guide and the draft Law and Policy Diagnostic Tool for Sustainable Small-Scale Fisheries (FAO, 2020a; One Ocean Hub, 2022). The latter is aligned with awareness raising and capacity building on FAO's Voluntary Guidelines for Securing Sustainable Small-Scale Fisheries (SSF Guidelines) (FAO, 2015). It further helped to build capacity for awareness raising on and the implementation of the Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests (VGGT) (FAO, 2022c). As part of FAO's global programme on forest law enforcement, governance and trade (FLEGT), FAO Ghana, together with the Forestry Commission, provided technical assistance to identify capacity gaps and access available funding under Reducing Emissions from Deforestation and Forest Degradation in Developing Countries (REDD+)<sup>15</sup> and the FLEGT Support Programme for African, Caribbean and Pacific countries (ACP-FLEGT). The projects also supported the participatory development of forest policy and law, institutional reform and efforts to improve governance at all levels. In addition, these efforts contributed to related global information. FAO Ghana also collaborated with Ghana's Environmental Protection Agency and Forestry Commission to strengthen the country's reporting capacity under the United Nations Framework Convention on Climate Change, to improve knowledge on climate change mitigation and boost information exchange and South-South cooperation. The project included the use of agriculture and land use (ALU) GHG and Intergovernmental Panel on Climate Change (IPCC) GHG inventory software.
- 117 FAO Ghana has also contributed to several policy consultation processes involving multiple stakeholders from local communities, NGOs and policymakers. For example, the Forest and Farm Facility (FFF) project<sup>16</sup> supported forest and farm producer organizations in more than 80 subnational or national policy processes and decisions in favour of forest and farm producer organizations. In five regions in Northern Ghana, by-laws were developed to better protect women-led non-wood forest product value chains.

**Finding 17.** FAO Ghana's pilot projects have had mixed results with regard to building the capacity of smallholder farmers, fishers and foresters to adopt sustainable land, water, fisheries and forestry management practices. On the one hand, it has demonstrated promising models of local capacity for and adaptation of sustainable management practices. On the other, there are prominent examples of projects where results have not been sustained due to a lack of community ownership and methodological weaknesses in project design and implementation.

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14 The strategy covers improvement in the coordination, management and harmonization of responsible agencies, sustainable practices and increase productivity of the shea landscape, support research and development and promote investments and improve market access (FAO, 2020a; One Ocean Hub, 2022).

15 Reducing Emissions from Deforestation and Forest Degradation, plus the sustainable management of forests and the conservation and enhancement of forest carbon stocks (REDD+) is an essential part of the global effort to mitigate climate change. FAO supports developing countries in their REDD+ processes and in turning their political commitments, as represented in their nationally determined contributions, into action on the ground (FAO, 2022d).

16 The FFF programme is a partnership between FAO, the International Institute for Environment and Development, the International Union for the Conservation of Nature and AgriCord. Its goal is "that Forest and Farm Producer Organisations (FFPOs) including women, youth and Indigenous Peoples are the primary agents of change for climate resilient landscapes and improved livelihoods".

- 118 Various pilot projects demonstrated promising models of local capacity for and adaptation of sustainable management practices, combining sustainable agricultural production with natural resources management. According to focus group discussions with community beneficiaries, backed up by interviews with project partners and document reviews, local communities adapted sustainable management practices, as indicated by their: i) improved awareness and behavioural change, both for themselves and in how they share these values and practices within their households and communities; ii) combined application of sustainable production practices (for example, conservation agriculture, integrated pest management), their planting of trees around their farms and homestead, such as teak, acacia and cashew, their establishment of woodlots for alternative sources of fuel, their use of fuel-efficient fish-smoking kilns, alongside mangrove and forest restoration; iii) improved community organization to engage in corresponding co-management and policy dialogues; and iv) effective strategies that combine landscape restoration alongside diversification of livelihoods. However, access to finance for their agricultural livelihoods remains a problem, alongside a lack of agricultural tools, small-scale machinery and irrigation technology, and post-harvest storage. The focus group discussions pointed out that community savings and loans were not sufficient for livelihood investment and were generally allocated to meet household needs, such as school fees and emergencies.
- 119 The limited project periods and absence of follow-ups to the pilot projects did not chime with the methods and time needed to restore degraded and toxic lands or the fruiting maturities of perennial trees, such as cocoa and shea. The methodological approach also struggled with the seasonality of rainfed agriculture and peak labour demand, which often conflicts with the labour demand for, for example, planting of mangrove seedlings. In another project, the distance and the large size of, for example, communal parkland proved unmanageable as the farmers needed to prioritize their own farm production.
- 120 Moreover, many projects were not sustained after the pilot period. The evaluation's field observations, focus group discussions with local communities and interviews with partners and FAO personnel showed that mature shea seedlings on the shea parkland, for example, were being taken over by weeds and forest growth. Parkland equipment had been stolen. Communities at the focus group discussions said they initially appreciated the project's approach of choosing early-maturing shea trees, combined with mixed copping to enable the local community to derive immediate benefit while waiting for the shea trees to mature within five to seven years. However, conflicts in labour demand between the shea parkland and the individual farms, as well as the size and distance of the parkland from the individual farms proved untenable. Community members said they should be paid, as they were doing FAO a favour, rather than benefiting from the project.
- 121 To reclaim land from illegal mining, FAO Ghana successfully raised USD 800 000 from the Japanese Government under an emergency window with a limited time frame of one year. The COVID-19 restrictions resulted in delays and the project secured a six-month no-cost extension. The partnership involved the Ministry of Food and Agriculture, the Ministry of Environment, Science, Technology and Innovation, the Ministry of Land and Natural Resources (the Forestry Commission), the Ghana Cocoa Board, the Cocoa Research Institute of Ghana, the University of Ghana, the Ministry of Local Government and Rural Development, produce-buying companies and the Ohayo Ghana Foundation. Despite the short time frame, the project was able to reclaim and re-plant 28 hectares and further restore 25 hectares of abandoned farmland prone to illegal mining. However, soil research recommended that due to heavy-metal pollution, cocoa should not yet be planted on the reclaimed land, but that it should be left fallow for at least three years. Due to methodological weaknesses, the project had not anticipated the required time to restore the degraded and toxic soil and conduct agroforestation. Consequently, project implementation was not completed and the funds had to be returned to the resource partner.

**Finding 18. FAO Ghana's interventions boosted smallholder know-how and techniques on sustainable production and natural resources management in a changing climate. Most focus group participants appreciated the increase in knowledge on climate change and conservation agriculture techniques, as well as their inclusion in engagements on natural resources management. Given the complexity of climate adaptation and FAO Ghana's fragmented approach to climate-smart agriculture, however, the evaluation was unable to find verifiable evidence of smallholder farmers, fishers and foresters being better able to adapt to climate change.**

- 122 FAO Ghana's climate-smart agriculture approach is largely applied to crop and soil management, with the co-benefits of landscape management and livelihood support for vulnerable populations. The technologies it uses focus on conservation agriculture, integrated pest management and agroforestry and use agroecological principles. These are good, well-established agronomic and natural resources management principles and practices. However, while they are highly useful components of climate-smart agriculture, they are technically not the same as climate-smart agriculture. A review of the training materials reveals, for example, that climate change context and the direct experiences of farmers have not been properly included. Training sessions are limited to agronomic practices and mechanization and do not integrate weather forecasts or real-time planning of farmers' agricultural calendars. Nor do they incorporate agrobiodiversity management and the use of climate-smart seeds. FAO Ghana's fragmented portfolio does not explicitly mention how the use of these technologies addresses and contributes empirically to climate adaptation and/or mitigation while addressing sustainable productivity.
- 123 While FAO Ghana's approach to climate-smart agriculture is implemented at field level and linked to the capacity building of national and local institutions, vital elements are still lacking. First, FAO Ghana does not systematically contribute to the collation of data to expand the evidence base on mitigation and adaptation, vulnerability reduction, costing, etc. Second, its lack of contribution to the evidence base does not support decision-making on policy formulation and implementation. Third, FAO Ghana does not link climate-smart agriculture to financing mechanisms beyond pilot funding. Such mechanisms could, for example, blend climate and agricultural finance and investments from the public and private sectors and integrate climate action into food and agriculture sectoral planning and budgets. Indeed, FAO Ghana did not apply or link its climate-smart agriculture projects to the Climate-Smart Agriculture Investment Plan it co-developed with the Ministry of Food and Agriculture (FAO and Ministry of Food and Agriculture, 2018).
- 124 Capacity building in conservation agriculture was adopted and practised across six administrative regions, reaching more than 1 000 farmers and conservation agriculture actors in 11 districts. Community field conservation agriculture learning centres and Functional Farmer Field and Business Schools (FFBS) were run with 33 farmer groups, while capacity was built for more than 77 district conservation agriculture subject-matter specialists and FFBS facilitators. These also serve as sustainability measures, to ensure the continued practice and adoption of conservation agriculture techniques among the broader farmer population.
- 125 Local communities that participated in the focus groups, mostly women, were appreciative of their engagement with the project, particularly when it came to the co-management of natural resources combined with alternative sources, for example, of firewood and livelihood. They expressed greater awareness and ability to practice for themselves and shared their knowledge with others on sustainable production and natural resources management. They also expressed a sense of empowerment in being able to participate in the co-management of their community's natural resources and requested increased project support.

### 5.3 Contribution to priority area 3

**Finding 19. FAO Ghana contributed to the promotion of vulnerability reduction practices and measures to some extent. The SERRP report catalysed the government's response to and resource mobilization for COVID-19, but there is no evidence that FAO Ghana promoted any interventions to address migration in the agriculture sector.**

- 126 FAO Ghana combines anticipatory actions to reduce vulnerabilities by responding to short-term livelihood needs with long-term environmental and economic goals through a combination of: i) vulnerability studies; ii) access to, sustainable use of and conservation/restoration of natural resources; iii) improved agricultural practices related to climate-smart agriculture; iv) the diversification of livelihoods; and v) awareness raising. The co-benefits of sustainable and socially inclusive environmental management and agrifood production potentially ease environmental pressures and respond to people's livelihood needs.
- 127 FAO Ghana co-led and contributed to two key vulnerability assessments together with the United Nations country team. These assessments were adjusted to include a timely assessment and recommended response to the COVID-19 pandemic and a wider food and nutrition security assessment. The 2020 CFSVA (FAO, Government of Ghana and WFP, 2020), for example, provided a nationwide situational analysis on the food security situation in Ghana across all 260 administrative districts. The assessment studies were shared widely within the development sector in Ghana. The SERRP (UN, 2020b), meanwhile, enabled the Government of Ghana to better understand the impact of COVID-19 on household food security and inform its medium-term response. The Ministry of Finance leveraged the SERRP report, applying for and receiving a total of USD 3.28 million from the World Bank Pandemic Emergency Financing Facility insurance funding window.
- 128 The United Nations country team final SERRP report cited FAO's contribution under the "economic recovery" work stream. An FAO project that was specifically tailored to the COVID-19 response was its capacity support for the Directorate of Veterinary Services of the Ministry of Food and Agriculture to conduct various tests in line with One Health. The protocol was upgraded to include tests for COVID-19, and guidelines were developed for the effective working of veterinary laboratories in Accra, Takoradi and Central Veterinary Laboratory at Pong Tamale.
- 129 FAO Ghana has successfully demonstrated promising models that promote the better utilization and management of landscapes and natural resources, with improved and diversified livelihoods. One project convened multiple stakeholders (government ministries, NGOs, local communities and local radio) to develop, implement and govern comanagement plans. This involved the protection and restoration of mangroves, the establishment of fire belts, the creation of alternative livelihoods, such as clean-energy fishsmoking kilns, and woodlots propagated by communities (as alternative fuelwood in place of mangroves). The conservation of natural resources was enhanced by raising community awareness and engaging with local radio.
- 130 FAO Ghana, in collaboration with WFP and UNDP, contributed to the development of an early warning system/application for the National Disaster Management Organisation and Ministry of Food and Agriculture. FAO contributed to the integration of the early warning system into a holistic e-agriculture tool, for which the validation process was ongoing at the time of the evaluation. In addition, FAO Ghana is collaborating with the National Centres for the Development of New Technologies in Agriculture (AGRITECHs) to support the Ministry of Food and Agriculture and NADMO to develop an analytical dashboard, embedded with application programming interface (API) to link to other data platforms for comprehensive analysis and accelerate access to early warning information.

**Finding 20. FAO Ghana demonstrated an effective food chain crisis emergency response model. It leveraged FAO's expertise in science-based solutions to compile an extensive database that informed the national and international coordination of transboundary pest and disease control. This is exemplified by FAO Ghana's effective emergency preparedness and FAW response.**

- 131 FAW is a dangerous transboundary pest that has spread globally. FAO's Global Action for Fall Armyworm Control (FAO, n.d.) aims to ensure a strong coordinated approach at country, regional and global levels. It reinforces efforts to discourage the widespread use of highly hazardous chemical pesticides and puts emphasis on prevention. It advocates for a combination of robust monitoring and early warning systems – including FAO's Fall Armyworm Monitoring and Early Warning System (FAMEWS),<sup>17</sup> a mobile app – along with integrated pest management as the basis for supporting farmers in managing FAW.
- 132 In 2017–2018, Ghana had an FAW outbreak. FAO Ghana leveraged FAO's science-based solution for a transboundary disease, which was alien and unfamiliar to Ghana. It collaborated with and built the capacities of the Ministry of Food and Agriculture, the Plant Protection and Regulatory Services Directorate, NADMO, the Environmental Protection Agency and the National Taskforce on Fall Armyworm. Its work focused on capacity building using a training-of-trainers approach and Farmer Field Schools. This included training more than 30 Plant Protection and Regulatory Services Directorate officers, 648 agricultural extension and advisory services staff, all district directors of the Ministry of Food and Agriculture and more than 64 800 smallholder farmers in FAW identification, biology, scouting, early detection and control. These activities were undertaken across all districts in the country. Beneficiary farmers also received training in crop diversification, post-harvest activity, storage and value addition to reduce losses and increase farm income. Furthermore, the surveillance used FAO's FAMEWS.
- 133 An analysis of the project portfolio showed that no projects were designed to build the capacity of the government for emergency preparedness. Moreover, there were no activities to provide policy advice on multisectoral poverty reduction strategies or programmes.

**Finding 21. FAO Ghana was able to leverage a considerable amount of convening power and technical expertise by coordinating within FAO and with national and international partners. The One Health approach and the related work of the Emergency Centre for Transboundary Animal Diseases (ECTAD) provide good models.**

- 134 The evaluation report of the global FAO/USAID emerging pandemic threats (EPT) programme (FAO, 2021c) shows that FAO assisted in improving animal disease reporting systems through mobile applications, resulting in the timely reporting of African horse sickness in Accra. ECTAD also supported disease testing, for example, for avian influenza (H5N1 HPAI), Newcastle disease<sup>18</sup> and rabies. ECTAD also assisted in shipping samples to international laboratories for urgent research.
- 135 FAO and the World Health Organization (WHO) supported NADMO in leading the development of Ghana's One Health Policy, together with the Ministry of Health, health services, the Environmental Protection Agency, veterinary services and NGOs. The policy recognizes the health interconnection between people, plants, animals and the environment. The policy is to be further discussed at ministerial level and sent for approval to parliament (GhanaWeb, 2021).

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17 FAMEWS is used by farmers, community focal persons and extension agents to send vital data about FAW infestation levels. This helps generate detailed and reliable information that can be used to manage FAW.

18 Newcastle disease is a highly infectious viral disease affecting poultry and other birds.

- 136 EPT was instrumental in rolling out the Event Mobile Application (EMA-i) for enhancing animal disease reporting systems in Ghana and other countries. EMA-I allows animal health workers to report real-time georeferenced animal disease data to FAO's Global Animal Disease Information System (EMPRES-i) database at country level, where it can be validated and assessed. The app has the potential to enhance early warnings of animal disease occurrence at national, regional and global level. In Ghana, EMA-i contributed to the timely reporting of African horse sickness in Accra in 2019.
- 137 FAO Ghana and ECTAD supported a number of projects that contributed to the management and reduction of disease. These included: i) expert missions to Ghana to support, assess, prepare and respond to an outbreak of H5N1 HPAI; ii) enhancing capacity to reduce risk of the emerging Tilapia lake virus; iii) supporting veterinary laboratories to conduct COVID-19 testing and increasing countries' capacity to respond to animal health threats and mitigate the impacts of COVID-19.
- 138 As confirmed by all of the stakeholders interviewed, the evaluation's field observations and a focus group discussion with a poultry farm association, FAO's support on AMR yielded impressive results. The AMR project was a partnership between FAO, WHO, the World Organisation for Animal Health (WOAH) and the United Nations Environment Programme (UNEP) with the Ministry of Food and Agriculture, Ministry of Health, Ministry of Fisheries and Aquaculture Development, Ministry of Environment, Science, Technology and Innovation and the Environmental Protection Agency. The results included: i) the improved health of poultry, farmers and consumers and increased income for poultry farmers;<sup>19</sup> ii) a high level of commitment and ownership by government experts, such as the Veterinary Council; iii) an assessment of legislation relevant to AMR and antimicrobial use in Ghana (FAO, 2018a), as well as the development of the monitoring and evaluation framework of the Ghana AMR National Action Plan (FAO, 2021e); iv) active Farmer Field Schools; v) press coverage; vi) mention and commendation from high-level government officials, including ministers and the President of Ghana; and vii) the leverage of USD 1.4 million in new grants for the global joint AMR programme.

#### 5.4 Sustainability of results

**Finding 22. While many of FAO Ghana's projects have delivered promising results, they tend not to have an exit strategy to ensure the further development of pilots and the sustainability of results. There has also been very limited pickup by government departments who had not been optimally involved in project implementation.**

- 139 An analysis of the FAO Ghana project portfolio shows that their design and implementation have been limited in defining how pilots can be integrated for a programmatic approach that can be sustained, scaled up and mainstreamed. As most of the projects are TCPs, the intention is that the TCPs will catalyse further action and resource mobilization from the government. This has not happened. For example, the shea parkland was taken over by the Cocoa Research Institute of Ghana after the project ended. During its field visits, however, the evaluation team found that the parklands had been abandoned. The fire belt had not been maintained and, consequently, fire had damaged some areas. In addition, cattle and goats had been grazing there.
- 140 Most projects included follow-up recommendations as part of their exit strategies. These were mainly addressed at the government (including training and support for a legal basis for policies). However, the government tends to have limited involvement in the project

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19 Farmers found that bird mortality dropped dramatically when FFS methods of no or minimal antibiotics were used on farms. Before FFS, as many as 100 birds in every 1 000 died. With FFS techniques, only 6 out of 1 000 died. These figures are based on a comparison of two cohorts of 500 birds each, one with the use of antibiotics and one without. Egg production per day was 270 compared with 390, respectively. Another observation was that the FFS/no antibiotics birds were more active. Other benefits of the FFS approach were cited as knowledge and practice of biosecurity.

oversight, implementation and management. This is seen by governmental bodies as a hindering factor for the sustainability of the projects. Recommended actions included nonstate actors and the FAO Country Office collaborating with the government to identify initiatives that paved the way for a future TCP (TCP/GHA/3603). Others involved the provision of technology, such as GPS or equipment for assessing water quality, which would allow beneficiaries to adapt their livelihoods accordingly (TCP/GHA/3604). In TCP/GHA/3606, equipment and software, such as the procurement of FAW pheromone traps, e-platforms and a smartphone application would allow beneficiaries to share information on the FAW outbreak and on access to markets. UTF/GHA/034/GHA-F had a clear exit strategy, with conservation agriculture and integrated pest management practices integrated in 33 communities. However, FAO Ghana failed to reach an agreement with the government or other stakeholders on how these recommendations would be implemented.

- 141 FAO Ghana also aims to ensure sustainability through capacity building activities. This is probably feasible, given the raised awareness of communities as regards natural resources management, for example. However, the capacity building does not include a systematic approach to: i) assessing the results of training and follow-up actions; ii) the consistent training of trainers to facilitate continuity and further outreach; or iii) producing training manuals as reference materials.

### 5.5 Gender and social inclusion

**Finding 23. While limited and varied, some gender mainstreaming and social inclusion considerations were evident at project implementation level; the beneficiaries were mostly women and vulnerable groups. However, a systematic gender analysis was not incorporated into project design and in a monitoring, evaluation and learning system. These could have ensured gendersensitive interventions, at a minimum, and a gender-transformative agenda at the optimum.**

- 142 It is commendable that FAO Ghana has a gender focal point, however, there are no set mechanisms for guidance, obligations and quality assurance on mainstreaming gender into the FAO Ghana programme. The evaluation team reviewed all FAO Ghana projects using the Office of Evaluation guidelines for gender analysis (FAO, 2017), which are based on FAO's gender strategy (FAO, 2020). It observed that FAO Ghana does not seem to have rigorous mechanisms for checking gender mainstreaming and this has resulted in limited gender-related results. Inadequate analysis of the gender dynamics of project outputs limited the number of interventions with diverse gender-sensitive entry points that could have had a positive influence on vulnerable groups and overall household economies.
- 143 The evaluation's analysis showed that out of 19 national projects, 14 planned or implemented activities incorporated the decision-making and involvement of women in programmes. Ten national projects aimed to enhance the equitable distribution of resources. Activities often focused on the involvement of women in livelihood training sessions and ensuring that women and men benefited equitably. However, there was a dearth of strategies explaining how this equal distribution occurred. National projects appeared to focus less on equitable access to goods and services. Only one project aimed to reduce women's work burden. No national project had a gender and youth analysis in its proposal, while stated gender-related objectives were not reflected in terminal reports. The evaluation's field observations showed the active participation of women and women's groups as project implementers and beneficiaries. For example, a number of women were part of community governance and were involved in decision-making processes related to natural resources and landscape management. This was not always the case, however. One example was the design of fish-smoking kilns, which were not adapted to and tested by women. The women in the evaluation's focus group said that while the fish-smoking kilns were very useful and had improved their fish products and income, the trays were too heavy for them. Consequently, they had to hire men to lift them.

- 144 Most project designs did not have a gender analysis to assess and tailor the project interventions to women and vulnerable groups. For example, the Economic Recovery Pillar of SERRP did not refer to a gender analysis of women's cropping systems and related market engagement. Similarly, the use of hybrid tomato and rice seeds in TCP/GHA/3803 (enhanced resilience and emergency preparedness among rural dwellers) to increase availability and access to better seeds did not have information on how women's access to seeds, their preferred crops, traits or access to land and water use had been factored into the design. The proposed business model for the mechanization aspect of conservation agriculture did not have an analysis of the constraints on women in terms of access to and use of the machinery, nor did it include the participation of women in testing and implementation. This is particularly crucial, as most agricultural machinery and tools tend to be designed by and for men.
- 145 There were however some good examples. FAO Ghana follows the principle of "leave no one behind" and takes a rights-based approach. For example, it designed a potentially good training approach based on its project on "Empowering women in small-scale fisheries for sustainable food systems". This aimed to build the capacity of technical officers to identify and address the specific gender needs and the vulnerability concerns of fishers. The module also included the use of gender analysis to provide information for value chain mapping in the fishing communities that would help identify gaps or challenges and further aid in the transformative process. In addition, the vulnerability assessment, as with SERRP, included gender-based violence towards women and girls. Moreover, most of FAO Ghana's project assessments and targeting are informed by data to identify and target vulnerable groups and women. The indicators for targeting and reporting are generally intended to be disaggregated by gender. However, these were not consistently applied during project design and implementation.
- 146 A review showed that the majority of global, regional and subregional projects did not have an explicit strategy on gender, equity and youth inclusion. The reports did not demonstrate a clear path to the sustainability of gender inclusion.



## 5.6 Factors that influence results

**Finding 24. The technical expertise of the FAO Ghana team, its integrated approach to sustainable production, natural resources management and livelihood improvement for disaster risk reduction, and its collaboration with multiple stakeholders all made positive contributions to results. In contrast, the lack of a coherent agrifood systems narrative was a missed opportunity to steer FAO Ghana's programming, partnership formation and communications. Weak government ownership failed to catalyse further project development and mobilize additional resources.**

- 147 The key internal factors that have positively influenced the achievement of results are the technical expertise of the FAO Ghana team, the integrated approach to sustainable production, natural resources management and the improvement of livelihoods for disaster risk reduction. The internal factor negatively influencing results is the lack of programmatic approach. In addition, the lack of project integration into a coherent agrifood systems narrative has proved a missed opportunity in guiding FAO Ghana's programming, partnership formation and communications. The agrifood systems transformational narrative could have linked all three priority areas of the CPF, particularly with regard to value chain and ecosystems work in relation to climate change and the balance between the economic, social and environmental dimensions of sustainable agroindustrialization. The agrifood system could have linked FAO Ghana's policy and implementation at community level to the national, regional and global levels.
- 148 The external factors positively influencing results include FAO Ghana's collaboration with multiple stakeholders from government, NGOs and communities at national and local level. The primary external factor negatively influencing results is a lack of government ownership, which has not catalysed the further development of projects or mobilized additional resources.



## 6. Assessment of FAO's organizational performance

### 6.1 Translating the CPF into implementation

**Finding 25.** Through its CPF formulation, FAO Ghana has developed a clear approach, linking sustainable production to the sustainable management of natural resources and the reduction of vulnerability to the diversification of livelihoods. However, the CPF has not been translated into a programmatic approach that facilitates the integration, optimization and further strengthening of technical expertise or the mobilization of financial resources.

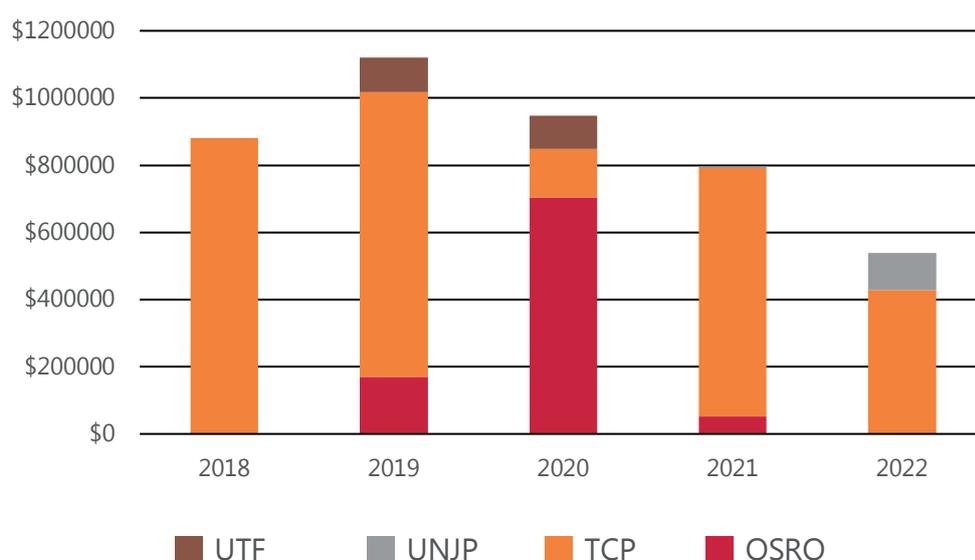
- 149 The CPF is the principal document outlining FAO and the Government of Ghana's priorities for the period 2018 to 2022, providing a strategic framework in aligning and integrating individual or interconnected projects to pre-defined result areas with the purpose of achieving synergistic results and large-scale impacts at the country level. While the CPF is aligned with the government's priorities, there has been no clear articulation of FAO's catalytic role based on a programme management and results framework to weave a coherent and strategic narrative for agrifood systems. This could have allowed for systematic management and harmonized monitoring, evaluation and learning that facilitated corporate reporting, communication and improved visibility to attract new financing modalities and investors. Furthermore, no resource mobilization strategy and financing plan has been developed, which is a missed opportunity and critical for a programmatic approach (further elaborated in Findings 27, 28 and 31). In addition, to operationalize the CPF, there was no defined strategic partnership action for the CPF implementation and this was particularly essential considering the government's interest in private sector-led investment.
- 150 Overall, the evaluation found that the FAO Ghana portfolio of projects has been managed in a fragmented manner (see Findings 19, 25 and paragraph 137). Data collation, knowledge management (see Finding 12 and paragraphs 51, 54, 63) and monitoring, evaluation and learning have been suboptimal (see Findings 17 and 31 and paragraph 87) (GEF, n.d.). The CPF has largely been used for reporting within FAO, whereby project documents were classified and reported under one or a combination of priority areas and/or related outputs. However, the individual projects were designed and executed with limited efforts to link to, integrate or aggregate concepts, tools, data, results, good practices and lessons learned. They also failed to pursue partnerships and networks for medium- to long-term strategic arrangements that could: i) deliver sustainable and largescale outcomes; ii) generate stronger and more strategic partnerships; iii) leverage achievements for resource mobilization and investments; and iv) provide better visibility of FAO's personnel expertise and further professional development.
- 151 For example, there were various FAO projects on climate-smart agriculture, but no defined pathways to help strike the balance between adaptation, building climate resilience and reducing emissions, as recommended in the FAO-supported policy document on *Long Term Low Carbon Climate Resilient Agricultural Development Pathways* (Ministry of Food and Agriculture, 2020a). Also, there were limited efforts to collate project data to demonstrate the application of FAO training on stronger reporting for Ghana's nationally determined contribution, in compliance with the Paris Agreement. Furthermore, the projects were not directed towards an investment framework on "existing CSA opportunities along the value chain that can be used to draw up projects and programmes to possibly attract funding to support agriculture" as envisioned in the FAO and Ministry of Food and Agriculture Investment Framework for the Mobilization of Resources into climate-smart agriculture in Ghana (FAO and Ministry of Food and Agriculture, 2018).

## 6.2 The FAO Country Office – resources mobilized and their utilization

**Finding 26.** The CPF implementation has been limited to a fraction of the estimated budget. FAO Ghana has not been able to use its core financial resources (TCP allocation) for catalytic purposes. The TCPs were intended as “seed money” to facilitate partnerships that should generate additional resources and lead to the development of comprehensive programmes that could deliver innovative, scalable and sustainable results. Instead, FAO Ghana has relied on them for its operational budget.

152 The CPF made overly optimistic assumptions as to resource availability. Over the evaluation period, FAO Ghana did not meet its resource mobilization targets for the CPF 2018–2022, resulting in a funding gap of 84 percent. The evaluation survey respondents cited the inadequacy of funding as one of FAO Ghana's major weaknesses. Only about USD 4.5 million was raised out of the CPF budget projection of USD 27.6 million. The total delivery over the four-year period (2018–2022) is USD 4.2 million. Figure 2 shows the delivery of FAO Ghana national projects by their funding type. FAO Ghana is mainly dependent on small projects, with 69 percent coming from FAO's internal funding via TCPs. The TCP biennium allocation for FAO Ghana was USD 986 000 in 2021 and 2022. The average budget size of TCP projects is USD 238 309.47. Other project grants come from global and regional multicountry projects, but there are no specific budget allocations for FAO Ghana. For 2018 to 2022, FAO Ghana mobilized funds for four projects worth USD 1.59 million. These included: i) a Japan-funded emergency project worth USD 800 000 that focused on the recovery of the environment and the livelihoods of smallholder farmers affected by illegal mining; ii) a USD 300 000 project funded by the World Bank for the CFSVA; iii) a joint FAO/WHO/WOAH One Health AMR project funded by the MultiPartner Trust Fund; and iv) a unilateral trust fund project to profile and characterize conservation agriculture practices and adoption.

**Figure 2 • Evolution of FAO Ghana's expenditure from 2018 to 2022 (USD)**



Source: FAO. 2023. Field Programme Management Information System (FPMIS). In: FAO. Rome.

- 153 FAO Ghana has not been able to adjust its strategic positioning – and, consequently, the CPF – with regard to Ghana as an LMIC. The country is seeing an increase in private sector investment, increasing in-country technical competencies, and a more experienced agricultural development sector and a decrease in official development aid (African Development Bank, 2019a). FAO Ghana's portfolio, in contrast, has remained largely focused on small-scale, downstream service provision with no strategy to help resolve smallholder farmers' lack of access to finance. The evaluation team believes that a major gap in resource mobilization is FAO Ghana's dearth of relationships with agribusinesses and the private sector. While the IFJ aimed to increase and leverage public funding to mobilize private investment, FAO Ghana has not been able to define its role in facilitating and supporting the government in this regard. Its initiatives remained focused on production rather than on areas further up the value chain that could potentially attract private investment.
- 154 As the context changes in LMICs, methods of funding may also change. For example, rather than the usual expectations that FAO applies for grants to fund its programme, the government and other partners may instead allocate funds to pay for FAO's expert services. This modality, which is in line with the unilateral trust fund model, might prove increasingly relevant not just for overseas development assistance, but also for private investments. Private investments would pay for expert services but would not allocate project grants. Mobilizing resources as a grantee is different to (co)mobilizing resources with a budget allocation for FAO's expert services. This arrangement would require a higher skills set level, approaches and networks with distinct added value to, for example, the government of Ghana.

**Finding 27. FAO Ghana's operations have been characterized by considerable delays and low delivery levels. Despite its limited funding, it has still not been able to use all the funds allocated. Despite no-cost extensions, significant operational delays on three projects meant FAO Ghana had to return unspent funds to resource partners.**

- 155 Of the 19 national projects implemented from 2018 to 2022, 6 were ongoing and 13 had been completed at the time of the evaluation. All 13 closed projects had experienced delays and required no-cost extensions. Seven of the 13 were completed before the COVID-19 pandemic (before January 2020). A review of the various workplans in FAO's systems showed FAO Ghana's national projects to have consistently low delivery, requiring project extensions to complete workplan activities.
- 156 Of the 19 national projects, 15 were TCPs and only 4 had external funding from resource mobilization efforts. The total budget for the four trust-funded projects amounted to USD 1.59 million. At the time of the evaluation analysis, three of the four had been completed (Table 3). Of the USD 1.29 million budget for those three projects, FAO had returned USD 186 559 to resource partners. For example, despite a no-cost extension on the Japanese-funded project to rehabilitate the environment and livelihoods of smallholder farmers affected by illegal mining, FAO returned an unspent amount accounting for 20 percent.
- 157 Portfolio analysis and feedback from interviews revealed that the delays were mainly caused by inefficiency and cumulative delays in administrative and implementation decision-making. There were also significant changes in project design, which derailed workplans and corresponding timelines, as internal justification and concept notes were usually required for every item/activity, even though these activities already had prior approval, workplans and budgets. The evaluation observed that these changes were also not documented or reported, with some government partners saying they were unaware of changes. In addition, despite the relatively small amount of TCP budget to be spent over a short period, FAO Ghana kept the funding and only released it periodically, subject to another round of approvals. Moreover, there were delays in approval and implementation related to procurement. Methodological problems and a corresponding lack of technical oversight, related to the seasonality of agriculture and natural resources management, caused further delays.

**Table 3 • Funds returned to resource partners (USD)**

Project ID	Project budget (USD)	Funds returned	% share of project budget	Other comments
OSRO/GHA/001/WBK	300 000	19 511	7%	Project end date of February 2021 was extended to April 2021
GCP /GHA/031/JPN	800 000	159 441	20%	Project end date of March 2020 was extended to September 2020
UTF /GHA/034/GHA-F	187 425	7 607	4%	Project end date of August 2019 was extended to January 2020
<b>Total</b>	<b>1 287 425</b>	<b>186 559</b>	<b>14%</b>	

Source: FAO. 2022. Field Programme Management Information System (FPMIS). In: FAO. Rome.

- 158 On the technical side, FAO Ghana did not avail of all opportunities for joint monitoring role with its partners, even when those monitoring activities had been planned and budgeted. Each FAO project monitoring visit is subject to the approval of an internal fieldwork concept note, causing delays and a reduction in monitoring visits. This has prevented FAO Ghana from fully executing its technical role and has hampered adaptive project management.
- 159 Stakeholders highlighted that FAO's financial administration tended to create complications and uncertainty. FAO Ghana's lack of a programmatic approach manifests itself in fragmented support for the Ministry of Food and Agriculture's programme. While the concerned government bodies were experienced in administering large-scale programmes, they questioned the rationale and efficiency of FAO maintaining financial management of a relatively small amount of money for a short project period. Most found that FAO's piecemeal funding approval and dispersal created uncertainty and delays. In addition, its project procurement tended to be centralized in Accra, when a number of government stakeholders thought it more efficient to procure nearer to project sites. In a number of cases, project delays were detrimental, as they overlooked the inherent seasonality of agriculture. In some cases, the uncertainties arising from FAO financial management discouraged potential resource partners' contributions. The evaluation survey confirmed FAO's bureaucracy as a major weakness, specifically with regard to procedures in financial management and decision-making over short project time frames.

**Finding 28. FAO Ghana has missed opportunities to mobilize funding in priority technical areas that fall within its mandate. Despite alignment in key priority areas, FAO Ghana has not been able to secure funding from the Global Environment Facility (GEF) or the Green Climate Fund (GCF).**

- 160 An analysis of GEF funding for Ghana from 1991 to 2022 (Table 4) shows that 40 national projects have been implemented, predominantly by the World Bank, UNDP and UNEP. The evaluation observed that a significant number of these projects were within the technical areas of FAO's mandate. Out of the 26 GEF projects implemented by United Nations (UN) agencies, 16 focused on thematic areas associated with FAO's mandate. These included: food systems transformation; land management; carbon off-setting; ecosystem services; developing an action plan for climate change impacts on reforestation and watershed management; cocoa production and biodiversity conservation policies; identifying sustainable land management practices; improving biodiversity systems; and enhancing the cassava value chain's climate change adaptation. Over the evaluation period, there were also two GCF projects in Ghana that also fell within FAO Ghana's mandate and key priorities: the restoration of degraded savannah forests, and enhanced ecosystem services and climate financing for agriculture (Table 4).

- 161 The reason put forward by FAO Ghana is that it could not meet the required co-financing thresholds of the GEF. Unlike other FAO Country Offices, FAO Ghana has not been able to mobilize co-financing from the government.

**Table 4 • GEF and GCF funding for Ghana (1991–2022)**

Implementing agency	# of projects	Estimated budget (USD)
<b>GEF national projects</b>		
World Bank	13	84 739 309
UNDP	14	18 142 462
United Nations Industrial Development Organization (UNIDO)	3	7 997 000
UNDP and UNIDO	1	6 350 000
UNEP	7	4 442 364
IFAD	1	2 500 000
GEF Secretariat and World Bank	1	30 000
<b>Total GEF national projects</b>	<b>40</b>	<b>124 201 135</b>
<b>GCF National Projects</b>		
Forestry Commission/UNDP	1	54 500 000
African Development Bank	1	25 600 000
<b>Total GCF national projects</b>	<b>2</b>	<b>80 100 000</b>

Source: Global Environment Facility. N.d. Country-At-A-Glance, Ghana. In: GEF. Washington, DC. <http://thegef.org/projects-operations/database?f%5B0%5D=countries%3A67&total=40> & Green Climate Fund. N.d. Ghana dashboard. IN. GCF. Incheon, Republic of Korea. <https://www.greenclimate.fund/countries/ghana>

### 6.3 The FAO Country Office – structure and processes

**Finding 29. The absence of a substantive Country Representative is widely perceived as a major factor affecting FAO Ghana's leadership, visibility and performance.**

- 162 At the leadership level, FAO Ghana does not have a substantive Country Representative for the FAO Ghana country programme. From 2018 to 2021, the Deputy Regional Representative (DRR) served as the FAO Country Representative in Ghana. From 2021 to 2022, the Regional Fisheries Officer for Africa served as Ghana's Interim Country Representative. The combined responsibilities of the DRR or Regional Fisheries Officer with the FAO Country Representative are extremely demanding in both cases. The absence of a full-time Country Representative is widely perceived as a major factor affecting FAO Ghana's visibility and performance. The Country Representative is supported by an Assistant Country Representative. The Assistant Country Representative is formally the Head of Programme; however he also acts and is viewed as Head of Administration, and there is no clear separation of duties between the two functions. In addition, given the lack of substantive presence of the FAO Ghana Country Representative, external stakeholders interviewed highlighted that the Assistant FAO Representative is seen to be taking on more representational tasks. This double function, coupled with stepping in to cover certain tasks of the FAO Country Representative, is a considerable responsibility of the Assistant Country Representative. On the other hand, the Assistant FAO Representative, as national staff, is not at par or able to influence at the same level as representatives from other agencies, usually heads of agencies, due to the hierarchical differences.

- 163 Externally, the current leadership arrangements weaken FAO Ghana's visibility. Many stakeholders repeatedly lamented the absence of a dedicated Representative in strategic meetings, as this has resulted in a strategic leadership void. The FAO Country Representative has not been able to reliably provide the required strategic direction and coordinate strategic level meetings. The lack of visibility also affects resource mobilization.

**Finding 30. FAO Ghana's workforce is almost entirely made up of national personnel on very shortterm contracts, who are technically well qualified, dedicated to their work and widely appreciated by FAO's partners. However, staff morale is very low. Remuneration of these personnel has not been systematically reviewed or updated since 2018.**

- 164 The FAO Ghana Country Office has 21 personnel. Of these, four are regular personnel and the remainder have non-staff contracts. Consequently, 81 percent of the personnel in the Country Office have non-staff contracts. The four regular personnel include the Assistant FAO Representative (head of programme), two assistants and the driver. This means that, with the exception of the Assistant Representative, all technical personnel are on non-staff contracts.
- 165 While FAO Ghana regular personnel salary rates have been reviewed yearly and systematically and often adjusted incrementally, the remuneration of the FAO non-staff team (mainly national project personnel or those on personal service agreements, PSAs) has not been systematically reviewed since 2018. Contracts/salaries of these personnel are in the local currency and their salaries do not reflect the very the high rates of inflation in Ghana. During the period 2018–2022, the USD-Ghana cedi exchange rate was 4.52 in January 2018, 5.71 in January 2020, 6.1 in January 2022, and 9.91 in September 2022. This indicates a significant reduction in the purchasing power of the non-personnel team. The national inflation rate was 40 percent as of September 2022 and the hikes in the prices of goods and services suggest there will be a further deterioration in the living conditions and welfare of the FAO non-personnel team.
- 166 Many of the FAO stakeholders interviewed cited good cooperation and expressed appreciation for the technical personnel. This view was confirmed by the evaluation survey. However, the lack of a programmatic approach is limiting the focus of the FAO Ghana team to project level. As discussed in Findings 12 and 26 for example, the achievements of the projects have not been integrated and optimized for greater impact and visibility. Furthermore, stakeholders highlighted significant changes to already approved projects and workplans, with minimal explanations given and administrative delays linked to several layers of bureaucratic procedures. Moreover, access to and guidance from Lead Technical Officers at regional and subregional levels is inconsistent.

**Finding 31. The CPF has not translated into programmatic activities that incorporate a monitoring and reporting system based on sound data and results-based management. It is unclear how the inevitable implementation challenges and risks are identified, addressed or documented.**

- 167 The four FAO Ghana annual reports from 2018 to 2021 merely enumerate activities and results under the three CPF priority areas. They do not say how the projects are linked to each other or how the year's activities relate to those of the previous or coming years. They further make no mention of the significant problems and delays in a number of projects, the sizeable budget shortfalls of the CPF or the return of unspent project funds.
- 168 FAO Ghana does not have a system to monitor and report on projects at programmatic level in a way that is coherent with the CPF. Rather, projects are monitored individually against their stated objectives and activities. Projects are not systematically monitored from planning to implementation to properly document results and lessons learned. A monitoring, evaluation and learning system is not used to ensure coherent programming and optimal results that can reflect scale and outcomes.

- 169 Projects with a similar thematic or geographical focus were not integrated. Activities and outputs were not monitored for budgetary spending or project time frame to ensure that they met targets. Project timelines did not match agricultural and environmental seasons. Many project partners noted delays in FAO's financial disbursements and project execution, causing them to miss the agricultural season. Missing the rainy season is especially detrimental for rainfed agriculture, for example.
- 170 Projects were monitored through partners' reports and field visits by FAO Ghana personnel. Most had limited baseline data and therefore lacked a reference base to systematically monitor progress. The feedback from field level on technical monitoring was generally positive. However, partners consistently raised concerns about FAO's limited monitoring time frames, particularly as some projects cover large geographical areas. There is no indication of how this monitoring is used to address project risks or ensure adaptive programming.
- 171 The reporting system is not coherent and often lacks verifiable information. For example, project and annual reports submitted to FAO might state that capacity had been built in a certain business value chain when the activity in question was only a training session. There would be no other information on, say, the usefulness of the training session for the participants and their ability to apply what they had learned. There would be no information on any outcome of the training, such as the establishment of a small and medium enterprise (SME) or a rise in income. The reports also cite the development of plans and/or policies, but provide no information on how the plans and policies are being used and/or implemented.
- 172 Individual project reports are generally of good quality and provide a good overview of the project's objectives and achievements, however they are not technical reports with verifiable data. FAO Ghana had not used all the opportunities for the joint monitoring role with its partners, even when these monitoring activities have been planned and budgeted for. Each of the FAO project monitoring visits is subjected to approval of an internal fieldwork concept note, which had caused delays and reduction in monitoring visits. This has hampered FAO Ghana from fully executing its technical role and the projects' adaptive management.

### 6.4 FAO corporate support-coordination with the subregional and regional offices

**Finding 32.** At the corporate level, FAO provides specific support to developing countries and countries in transition, but does not have a particular policy or related instruments to support Country Offices in LMICs from an organizational perspective. There is no analysis or overview of how FAO adjusts its country programming as the host country changes. There are no frameworks or metrics for reassessing or redefining FAO's comparative advantage, value added or technical and organizational performance in a changing context.

- 173 While many of FAO's Country Offices are located in LMICs and high-income countries, there has been no systematization of good practices and lessons learned. Lessons can be learned from the Regional Office in Latin America and the Caribbean, for instance. The regional office has initiated holistic and consistent narratives in response to regional changes and needs. It formed a "rapid-growth countries support team" to respond to changing scenarios in countries in the region. It has successfully facilitated and secured strategic alliances by prioritizing a strategy for increasing and diversifying resource mobilization with regional office support for the robust development and implementation of relevant, high-quality programmes (FAO, 2021d).
- 174 Within FAO, there are also resources that can be used in such a context. One example is the Investment Centre, whose primary focus is to help develop and transition countries to invest in agricultural and rural development. The Investment Centre facilitates innovation, knowledge and technical and policy expertise for the investment process, supporting countries in the design, implementation and evaluation of investment strategies, plans, programmes and projects, including advice to governments on policy and legislation. It

also facilitates public-private policy dialogue, undertakes sector and value chain studies and analyses the trends and impacts of foreign agricultural investment in developing countries. The Investment Centre has been providing services such as blended finance for public funding to attract sustainable private investment to the agrifood sector. Its initiatives (FAO, 2021b), for instance, leverage FAO's technical and investment expertise, as well as its existing partnerships, global networks and South–South partnerships, including those with national finance institutions. The Investment Centre has also supported cocoa production in Ghana through the Global Sustainable Cocoa Initiative (FAO, 2022a).

- 175 FAO's new Science and Innovation Strategy (FAO, 2022b) and the establishment of the Office of the Chief Scientist recognize the need to build capacity to enable enhanced scientific research and innovation across the Organization. FAO aims to strengthen the use of science and innovation across its programme of work, particularly in Country Offices. However, these are relatively new efforts and it will take considerable time to develop a plan of action at corporate level, and likely even longer to (co-)develop a plan specific to FAO Ghana.

**Finding 33. Inadequate coordination and communication have resulted in gaps in the oversight regarding FAO Ghana's underperformance and the limited technical coordination between the FAO Ghana Country Office and the subregional and regional offices.**

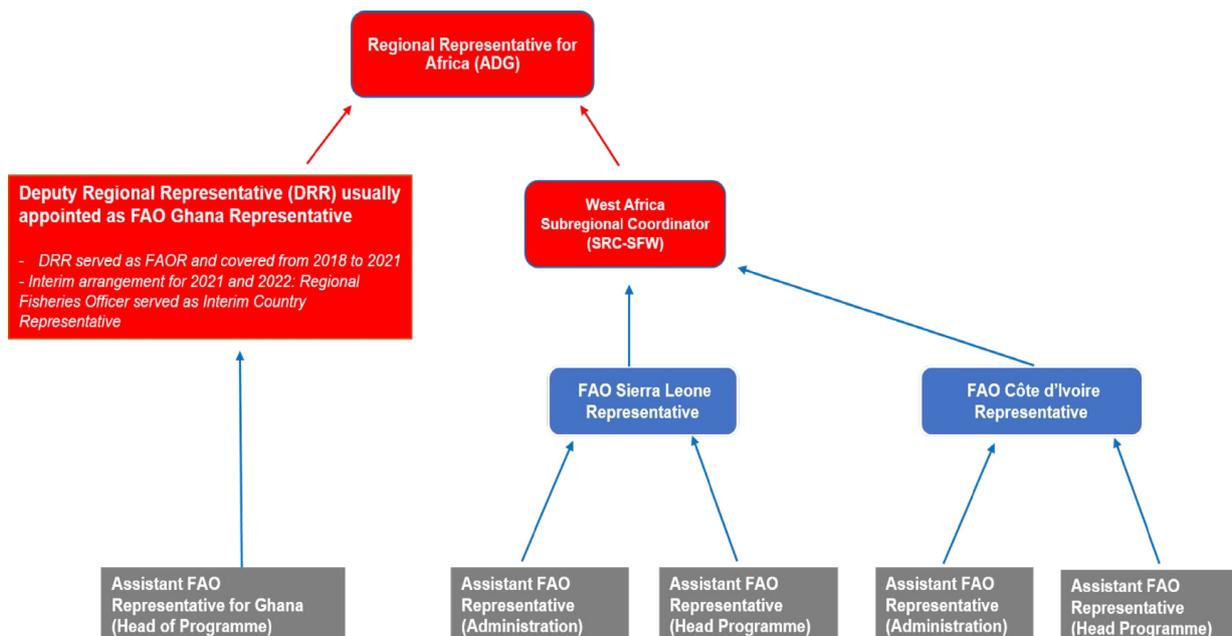
- 176 FAO personnel from the different levels (headquarters and regional, subregional office) interviewed consistently highlighted and underscored that there are gaps in the oversight and reporting lines of the FAO Ghana Country Office. This was also echoed by external partners interviewed.
- 177 Due to its co-location with the FAO regional office, FAO Ghana has some peculiarities regarding its management and oversight. First, FAO Ghana has no administrative arm, rather the administration function is performed by the FAO regional office. As elaborated in paragraph 140, there is no segregation of the duties between programme and administration as this is headed by one person, who is also the Assistant FAO Country Representative. Second, the function of FAO Country Representative for Ghana is typically performed by the Deputy Regional Representative. By FAO standard practice, the Subregional Coordinators are responsible for coordinating, overseeing and assessing the performance of FAO Country Representatives in their respective subregions. It is different in Ghana, where the Deputy Regional Representative, as FAO Country Representative, reports directly to the Regional Representative (Assistant Director-General, ADG) and the ADG is responsible for the performance assessment of the Ghana country programme. Figure 3 presents the FAO Regional Office for Africa organigram, while Figure 4 illustrates the reporting lines of FAO Ghana management during the evaluation period as compared with two other FAO Country Offices in West Africa. During the evaluation period, the Deputy Regional Representative served as FAO Ghana Representative until 2021, when the Regional Fisheries Officer was made Interim Representative due to ongoing restructuring at the regional office. While FAO Management indicates that similar arrangements are place in other Country Offices co-hosted with subregional offices in Africa, the evaluation observed that there are oversight gaps and limited thematic coordination between the subregional office and the FAO Ghana Country Office (further elaborated in paragraph 158 and Finding 34).
- 178 There are lessons to be learned from the experiences of other Country Offices, such as the FAO Regional Office for the Near East and North Africa and the Egypt Country Office, which are co-located in Cairo. Originally, they had a similar setup, but a full-time Representative dedicated to the Egypt Country Office has now been assigned. Likewise, in the FAO Subregional Office for Eastern Africa and Ethiopia, co-located in Ethiopia, a full-time Representative has been appointed to the Ethiopia Office. Both offices had suffered similar issues with the visibility and strategic presence of FAO in the country.

**Figure 3 • FAO Regional Office for Africa organigram**



Source: FAO. 2022. Regional Office for Africa. Accra.

**Figure 4 • Comparison of FAO Ghana reporting lines with other West African countries**



Source: Elaborated by the evaluation team in October 2022.

- 179 From the regional and subregional levels, there was no evidence of a clear oversight system that assesses, acknowledges and addresses the underperformances of FAO Ghana and whether the current arrangement remains appropriate and fit for purpose. Concerns for oversight include the eroding comparative advantage of FAO Ghana and the segregation of roles between programmes and administration. A number of external stakeholders interviewed highlighted that while other UN agencies in Ghana are evolving and adapting their way of work in line with the government agenda for private sector-led investment by increasingly adjusting the profiles of their respective Country Representatives and/or senior personnel to include private sector expertise, FAO is yet to take this on. Furthermore, there has been no guidance to enhance private sector engagement despite its strategic importance to the Country Programming Framework's outlined priorities. In addition, external stakeholders interviewed perceived that the Assistant FAO Representative is seen to be taking on more representational tasks due to the lack of a substantive presence of an FAO Ghana Country Representative.
- 180 There has been weak thematic coordination between FAO Ghana and the subregional office. FAO Ghana is consistently said to be absent from subregional meetings. This is largely due to the double duty of the FAO Ghana Representative who is also the Deputy Regional Representative (see paragraph 155). At the technical level, for example, there is poor coordination on resilience work between the FAO Country Office and the FAO subregional and regional office. FAO's Resilience Office for West Africa (REWOA) is located in the Subregional Office in Senegal and is in charge of coordination with FAO Ghana. Over the years, REWOA has not gotten any reply from the FAO Ghana Country Office. REWOA is also Chair of the Cadre Harmonisé of the Technical Committee of the Integrated Food Security Phase Classification (IPC). FAO Ghana has not provided any input, feedback nor communication about the Ghana IPC country report and monitoring. Instead, that feedback is provided by the Ghana IPC Technical Working Group. FAO Ghana is, thus, an absentee member of the Ghana IPC Technical Working Group.
- 181 Unlike other FAO Country Offices in West Africa, FAO Ghana has not availed to REWOA's technical support or training. Nor has FAO Ghana shared relevant reports, such as the SERRP and CFSVA, with REWOA. Rather, REWOA gets the reports and other related country updates from WFP. This means that none of FAO Ghana's input to, for example, SERRP and CFSVA reports has been peer reviewed by the FAO subregional and regional offices. The non-participation of FAO Ghana in the Cadre Harmonisé impairs its ability to make a substantial contribution to early warning systems in Ghana and limits its work on food and nutrition security.

**Finding 34. The co-location in Ghana of the FAO Country Office and the FAO Regional Office for Africa has not resulted in synergies of programming, nor has the FAO Ghana office benefited from the considerable expertise available in the regional office. In addition, the arrangement that FAO Ghana's administration be carried out by the FAO regional office has been a constant source of stress and frustration, especially for the FAO Country Office.**

- 182 The absence of oversight and regular communications between the FAO Country Office and the FAO regional office is a contributing factor to the lack of synergy in programming. There have been limited initiatives for synergistic programming on both sides.
- 183 For example, except for a TCP project with NADMO, there are few links between the resilience work of FAO Ghana and that of the Regional Office for Africa. For instance, on COVID-19 assessments, FAO Ghana co-produced two key assessments reports in 2020 – the SERRP and CFSVA. In 2021, the FAO regional office published a comprehensive report analysing the direct and/or indirect impact of the COVID-19 pandemic on Africa's agrifood systems, covering various aspects such as the macro-economy, agricultural production (crops, livestock and fisheries sectors), markets and value chains, trade, and overall food security (FAO, 2021g). While the regional study included Ghana, it made no reference to the SERRP and CFSVA reports. There appears to have been no subsequent coordination and inputs from either side on studies and/or good practices and lessons learned.

- 184 As mentioned in paragraph 155, the FAO Ghana office has no administrative arm and relies on the regional office for its administrative and operating work. There was consistent feedback that the regional office did not prioritize the administrative needs of the Country Office. Hence, constant follow-ups and miscommunications have been occurring. These add to the delays and stresses, especially for the field operations of the Country Office. Lengthy procurement, administrative and operational processes affected timelines. It was not clear to the evaluation team why administrative hurdles between the regional and Country Offices were not clarified, resolved and monitored.
- 185 At the national, subregional, regional and global levels, there are no external and internal reports that provide a clear overview of FAO Ghana's activities and results. Internally, there are no systems to track progress, good practices and lessons learned. Other than projectlevel reporting, there is no information on the technical performance of FAO Ghana. Externally, particularly for national stakeholders in Ghana, the work of FAO is not visible, widely communicated or accounted for. This is a missed opportunity considering the technical and policy work involved in the projects of FAO Ghana.
- 186 There is extremely limited public outreach and communications on FAO Ghana's work. FAO Ghana's website is generally outdated. For example, only a few of its reports and publications are available online. The office does not systematically and openly report on its country-level activities and budget. Most of the stakeholders interviewed said they do not have a good or comprehensive understanding of FAO Ghana's country programme. This makes it difficult for them to reach out to FAO on joint projects and/or activities.
- 187 FAO Ghana submits an internal annual report to FAO headquarters, which is accessible to the subregional and regional offices. However, given the absence of monitoring systems and the fact that these reports are thin on data, FAO Ghana's technical performance is not systematically monitored. The quality support of the Lead Technical Officers is not consistent. Recurring methodological problems could have been addressed.



## 7. Conclusions and recommendations

### 7.1 Conclusions

**Conclusion 1.** Strategic relevance: the CPF remains relevant to the Ghanaian Government's food and agricultural priorities and is aligned with FAO's agrifood systems approach. In general, the programme has tried to respond to the country's economic ambitions and priorities for agroindustrialization through inclusive value chains for smallholder farmers. However, the Country Office has not adequately tailored its plans to match the realities of Ghana as an LMIC, in which financing the country's ambitions relies on increasing public sector finance to mobilize private investment.

**Conclusion 2.** Eroding comparative advantage: at corporate level, FAO remains highly valued for its convening power and multilateralism, corporate expertise, tools and databases. Yet, FAO Ghana's comparative advantage is eroding. Both external partners and FAO personnel at all levels (headquarters and regional, subregional and Country Offices) consistently cited a strategic void, which is caused by the absence of a dedicated FAO Representative. Furthermore, FAO Ghana has not been able to demonstrate its added value to the government's agroindustrialization agenda, particularly with regard to promoting public-private investment. Many organizations, including other United Nations agencies, have been better at adapting to the current business landscape, including WFP's ambitious programme on food system transformation.

**Conclusion 3.** Evolution of the country programme: overall, FAO Ghana has remained consistent in its targeted priority areas and has not evolved much. Agrifood value chain development is one area where the approach may need to evolve, as FAO Ghana remains largely focused on farm production, with limited links to the rest of the value chain. The office has limited financial room to manoeuvre, due to its lack of ambition in a country that is facing growing competition for a decreasing amount and different forms of development aid, as well as increasing opportunities for public-private investment.

**Conclusion 4.** Partnership and coordination: FAO Ghana has proved more effective in multistakeholder engagements. Its primary partners have been the Ministry of Food and Agriculture, followed by the Ministry of Fisheries and Aquaculture Development, the Ministry of Land and Mineral Resources, and the Ministry of Environment, Science, Technology and Innovation. Its relationships have relied largely on TCPs, but this has not resulted in optimal government ownership, where the limited involvement of governments in the implementation of projects has consequently affected the sustainability of projects. Beyond the Ministry of Food and Agriculture, FAO's partnership and coordination with other government ministries and divisions, such as with the Ministries of Health and Finance, are not as strong. Government ministries, other United Nations agencies, resource partners, the private sector, and national and international organizations interviewed do not perceive FAO's presence and involvement in strategic partnerships as strong.

**Conclusion 5.** Partnership and coordination: despite the government's agenda to stimulate and engage the private sector to invest in the government's agenda, FAO Ghana's engagement with the private sector remained significantly limited and was executed in a fragmented manner. FAO Ghana's underperformance in value chains and agroindustrialization reflects the absence of stimulating public-private investments. As a consequence, FAO Ghana has not been able to help alleviate the constraints of smallholder farmers' lack of access to finance and markets. Given the importance the government has placed on mobilizing private sector investment in the agriculture sector, the very limited private sector engagement is a major gap.

**Conclusion 6.** Contribution to development results: the CPF has made notable contributions in areas related to capacity building for sustainable production, natural resources management and in the reduction of vulnerability to climate change. FAO Ghana has demonstrated good models on engaging with local communities on the co-management of natural resources. On the topic of gender and social inclusion, it has been consistent in ensuring the participation of women, but has not consistently applied gender analysis to its project design and implementation. It has conducted exemplary work in its responses to AMR and FAW, the implementation of conservation

agriculture and the restoration of mangroves, providing alternative livelihoods for local people with consistent women's participation. FAO Ghana has also made significant contributions to national policy, planning and investment support, such as the Ministry of Food and Agriculture's IFJ programme. However, due to its lack of a programmatic approach, weak monitoring systems and lack of a communications plan, its achievements and lessons have not been leveraged or, indeed, made visible. Although individual projects have been mapped to the three priority areas of the CPF, FAO Ghana has yet to coherently weave its projects' achievements into a compelling agrifood systems narrative. This is further denting its visibility.

**Conclusion 7.** Organizational performance: despite a cadre of competent and dedicated professionals, the absence of a dedicated FAO Representative to the country, weak human resources management and a fragmented approach to programming have affected the organizational performance of FAO Ghana. There is no funding strategy to implement an innovative and ambitious programming. Vice versa, the fragmented projects did not deliver catalytic results to attract funding. The return of unspent funds mobilized by the Country Office back to resource partners is also a worrying sign; especially considering that the operational budget is already low. In addition, the absence of viable private sector engagement is a major gap in Ghana as an LMIC. FAO's relevance in the country could be undermined if the current organizational setup persists. This has led many stakeholders to question whether FAO Ghana is fit for purpose to respond to economic opportunities and the food and agricultural needs of the country.

**Conclusion 8.** Organizational performance: there are gaps in oversight when issues relating to FAO Ghana's eroding comparative advantage, fitness for purpose, segregation of roles between programmes and administration, etc. do not seem to be acknowledged and addressed. This suggests that the subregional and regional offices do not have an optimal overview of FAO Ghana's programme and administration. Accountability mechanisms are not fully functioning and solvable problems have been left to fester. For instance, there is weak thematic coordination. In addition, no steps have been taken to resolve the administrative strains between FAO Ghana and the regional office.

**Conclusion 9.** Organizational performance: despite the substantial presence of FAO Country Offices in middle-income countries, where 75 percent of the world's population and 62 percent of the world's poor reside, FAO has limited corporate instruments to support the transition of Country Offices in LMICs to high-income countries. At FAO corporate level, aside from the general normative guidelines, there is no systematic analysis or guidance on how best to tailor a range of knowledge and advisory services to middle- and high-income countries that may be facing secondgeneration reform challenges and/or an incomplete development agenda, such as persistent poverty in the agriculture sector, as is the case in Ghana. FAO Country Offices in such situations may require different levels of expertise and methods of resource mobilization, but so far, there is no mechanism for collating good practices or sharing lessons within and between FAO regional and Country Offices.

## 7.2 Recommendations

**Recommendation 1.** FAO needs to reassess its strategic relevance to Ghana as an LMIC. In formulating the next CPF, it is vital that FAO Ghana defines not just "what" it can do for the country, but "how", "how much", "with whom" and "why". The three priority areas of the current CPF remain relevant for the next five years, but should be framed with more emphasis on the agrifood systems narrative.

188 Suggestions from stakeholders interviewed and survey respondents on "what" FAO can do for Ghana remain thematically linked to the three current priority areas of the CPF, to FAO's 2022 Strategic Framework and its regional priorities, as well as to the collective outcomes outlined in the United Nations Sustainable Development Cooperation Framework (UNSDCF) in Ghana.

189 The "how" should critically define how FAO leverages its technical expertise, normative tools and databases. It should also identify the specific technical expertise required and the corresponding amounts of dedicated time FAO Ghana needs from the subregional and regional offices and headquarters.

- 190 Strategically, FAO Ghana needs to raise its sights. When considering “how much” it can contribute, it needs to compile a medium- to long-term plan that delivers big results and relevant policy outcomes with a corresponding resource mobilization strategy, including FAO technical support for mobilizing public-private investments.
- 191 “With whom” refers to the increased capacity of both national and international organizations operating in Ghana and the increased role of the private sector. The formulation of the CPF should be informed by a stakeholder mapping of “who is doing what” in Ghana, so that actors can jointly define their respective roles, complementarities and coordination and form strategic partnerships. FAO needs to substantially involve partners, especially the government, in the project oversight, implementation and management. In addition, from an agrifood systems perspective, FAO Ghana needs to expand its diagnostics and partnerships to include the National Development Planning Commission and Ministries of Finance, Health and Environment. It also needs to substantially increase its private sector engagement to ensure that it participates in the development of financing and investment plans for a climate-resilient, equitable and sustainable agrifood system. In addition, FAO Ghana needs to improve its partnership and coordination with the United Nations country team through the UNSDCF, civil society organizations and knowledge institutions.
- 192 The “why” should set out strong rationale for FAO’s work areas. The country’s most important policy priorities must be matched with interventions in areas where FAO can be most effective, with a focus on upstream services. Such services should provide the country with a higher level of expertise, innovation and leadership. This should include value addition higher up the agrifood value chain and providing aggregation and scaling up to attract public-private investment.

**Recommendation 2.** Given Ghana’s strategic importance in Africa as host of the AfCFTA, as well as its role in regional agricultural trade, FAO Ghana needs to step up its presence and raise its sights to address its eroding comparative advantage. As things currently stand, FAO Ghana is not fit for purpose. The best option is to appoint a full-time FAO Representative dedicated to Ghana and decoupled from regional functions. This has cost implications, but FAO needs to find a way to gear up its presence and leadership.

- 193 Another option mulled by the evaluation and discussed with stakeholders was the regional office hosting the Country Office. While this would have advantages, such as cost savings and the embedding of FAO Ghana in the regional office, it would also come with significant disadvantages that make it imprudent. For instance, it might further decrease FAO’s profile in Ghana and weaken its relationship with the Government of Ghana, which is already questioning the current arrangement.
- 194 Indeed, as the current arrangement is already having detrimental effects, FAO needs to strengthen its profile and relevance in Ghana by appointing a full-time FAO Representative dedicated to the country. This was done in the case of the FAO Regional Office for the Near East and North Africa and Egypt Country Office, which were co-located in Cairo and could serve as a good reference point.
- 195 Ideally, the profile of the prospective FAO Ghana Country Representative should include experience in the private sector and a track record in private sector engagement in line with the government’s interest.

**Recommendation 3.** FAO should review the mechanism in place for oversight and technical support from the regional and subregional offices to the Ghana Country Office and give a clearly defined role and appropriate authority to the subregional office on the thematic activities and coordination.

- 196 At the leadership level, the reporting lines, limited coordination and unclear delineation of responsibilities are solvable and need to be clarified and corrected.
- 197 At personnel level, the human resources management of FAO Ghana needs to be reviewed to address gaps, particularly in terms of the well-being and remuneration of national consultants and general staff development that would motivate dedicated professionals.

- 198 Clear guidelines should be developed and a mechanism put in place on the engagement of the Regional Office for Africa and Subregional Office for West Africa personnel in the FAO Ghana issues.
- 199 Similarly, the administrative strains between FAO Ghana and the regional office are solvable and need to be clarified and corrected.

**Recommendation 4.** The evaluation recommends that FAO Ghana develop a more joined-up, programmatic approach that connects individual projects with broader initiatives, capitalizes on FAO expertise and draws lessons from project achievements that can be used in national policy formulation. For efficient delivery and to promote sustainability, FAO needs to substantially improve its engagement with partners, particularly the government, planning and implementation. Another key element of such an approach is a monitoring, evaluation and learning system that is fit for purpose, which allows FAO to capitalize on knowledge and boost visibility.

- 200 The CPF should be accompanied by an implementation plan that consistently and coherently links projects to programmes with monitoring and reporting on how the CPF is being implemented and what is being achieved in terms of results and outcomes.
- 201 The development of the CPF implementation plan should involve close collaboration with partners, particularly the government, for joint implementation and knowledge management. This will contribute to the integration of FAO's project results with the national priorities and consequently the sustainability of the projects.
- 202 The programmatic approach should not only be used to raise FAO's effectiveness and delivery of results. Integrated with knowledge management, a programmatic approach should also be used to help FAO build on and further establish expertise for sustained human resources development. The programmatic approach should have corresponding monitoring, evaluation and learning, knowledge management and communications strategies.
- 203 Gender and social inclusion need to be integrated into project design and monitoring, with consistent gender analysis and disaggregated data.
- 204 An easy fix is to remedy the delays in monitoring visits and ensure that these take place.

**Recommendation 5.** FAO Ghana should increase and diversify its funding. Resource mobilization should be guided by an ambitious CPF with clear results targets.

- 205 FAO Ghana should formulate an implementation plan to develop the skillsets, partnerships and donor relations required to host calls for proposals and competitive grants. In addition, it should develop the skillsets and partnerships for accessing vertical funding, for example, from the GEF and GCF. FAO should leverage its TCPs accordingly and negotiate, for example, with government partners on the required co-financing. FAO Ghana should also negotiate for the assistance it needs from the subregional and regional offices and headquarters.
- 206 FAO Ghana should continue to participate in subregional, regional and global projects that involve mutual support and gains for all parties involved. For this to be effective, it should take a proactive role or be supported as needed in the co-creation and joint implementation of projects. It should also ensure that there are specific budget allocations for FAO Ghana personnel. The Country Office needs the personnel and leadership presence to engage with the subregional and regional offices, so as not to miss out on opportunities for joint programme development and resource mobilization.
- 207 Rather than receiving direct funding support, FAO Ghana should increasingly focus on a unilateral trust fund model, whereby partners and resource partners allocate funding for its technical services. Especially with regard to facilitating public and private investment, this funding method might be a more realistic option. Here, FAO needs to be more demand

driven. This would require FAO Ghana to define and improve on its innovative and technical expertise and step up its capacity to leverage FAO's corporate expertise and tools in areas such as decision support and policy formulation.

- 208 The TCPs should be strictly used as intended: as seed money to catalyse the progressive development of a programme and to further mobilize resources. The catalytic purpose of the TCP should be clear about the responsibility of both FAO and its partners. FAO should decrease the administrative transaction costs involved and instead focus on the technical quality of design, delivery and the catalysing prospects.

**Recommendation 6.** At the corporate level, FAO should consider developing explicit corporate policies, guidelines and instruments for its Country Offices in LMICs and high-income countries. FAO has faced the observed challenges in the middle-income context in other regions and Ghana can learn from those experiences.

- 209 Just as FAO (and other United Nations agencies) has specific guidelines on supporting food-crisis countries and Small Island States, for instance, it should consider developing similar, though scaled-down guidelines on how FAO can capitalize on the opportunities of LMICs and high-income countries to drive agrifood systems transformation.

- 210 There is an opportunity for FAO to facilitate the sharing of good practices and lessons learned within and between regions.

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## Appendix 1. People interviewed

Surname	Name	Position	Organization
<b>National government</b>			
Aboagye	Patrick	Director General	Ministry of Food and Agriculture – Agricultural Engineering Services Directorate
Adigbo	Frank	Senior Planning Officer	Ministry of Lands and Natural Resources
Afbake	Benjamin	Technical Director	Ghana Irrigation Development Authority
Agene	Victor	Technical Officer	Cocoa Research Institute of Ghana
Akabua	Geoffrey	AMR Project Coordinator	Ministry of Food and Agriculture – Veterinary Services Directorate
Antwi	Godfred	Senior Agricultural Economist	Ministry of Food and Agriculture
Appiah	Felix	Director	Ghana Cocoa Board
Arhin	Eunice	Deputy Director	Ministry of Food and Agriculture-Statistics, Research & Information Directorate
Aryee	Kingsley Mickey	Registrar of Veterinary Council	Ministry of Food and Agriculture – Veterinary Services Directorate
Ayarik	James	Monitoring & Evaluation	Ministry of Fisheries and Aquaculture Development
Bampoe Addo	Sidney	Deputy Director	Ministry of Food and Agriculture Statistics Research and Information Directorate
Banini	Copperfield	Head of Crop Pest and Disease Management	Ministry of Food and Agriculture – Plant Protection & Regulatory Services
Banini	George	Head of research	Ministry of Food and Agriculture Statistics Research and Information Directorate
Bekoe	Edwin		Ministry of Food and Agriculture – Animal Production Directorate
Daddey-Adjei	Roderick	Deputy Chief Executive Officer, Food Division	Food and Drugs Authority
Dannson	Angela	Agricultural Economist	Ministry of Food and Agriculture – Policy Planning Monitoring and Evaluation Directorate
Dorviavu	Bright	Disaster Risk and Livelihoods Expert	National Disaster Management Organisation
Edusei-Mensah	Emmanuel	Deputy Director	Forestry Commission
Essuah	Lydia	Director	Ministry of Environment, Science, Technology & Innovation
Eunice	Arhin	Deputy Director	Ministry of Food and Agriculture - Statistics Research and Information Directorate
Gedo	Kennedy	Agricultural Officer	Ministry of Food and Agriculture

Appendix 1. People interviewed

Surname	Name	Position	Organization
Glitse	Prosper	Agricultural Economist	Ghana Irrigation Development Authority
Hop		Assistant Manager	Wildlife/Forestry Commission
Kudjawu	Jewel		Ministry of Environment, Science, Technology & Innovation – Environmental Protection Agency
Limann	Salma	Project Focal Point	Ghana Cocoa Board
Modzakah	David	Monitoring & Evaluation Officer	Ministry of Food and Agriculture – Policy, Planning, Monitoring & Evaluation
Mpere	Mary	Acting Director, Development Policy and Planning	National Development Planning Commission
Mush	Abu-Juam	Technical Director	Ministry of Lands and Natural Resources
Nortey	John	Director	Ministry of Food and Agriculture – Statistics, Research and Information Directorate
Ocloo	Lawrence	Officer in Charge	Wildlife/Forestry Commission
Ogum	Tei	Project Focal Point	Ministry of Environment, Science, Technology & Innovation
Okine	Abdul	Deputy Director	Ministry of Food and Agriculture – Animal Production Directorate
Opere-Djan	Nana	Head M&E	National Development Planning Commission
Osei-Akoto	Isaac	Senior Researcher	Ministry of Food and Agriculture – Directorate of Crop Services
Osiakwan	Joseph	Technical Director	Ministry of Lands and Natural Resources (MLNR)
Owusu	Irene		Ministry of Local Government and Rural Development
Oyi	Mathew	Director, Aquaculture	Ministry of Fisheries and Aquaculture Development – Fisheries Commission
Peprah	Peter	Assistant Chief Statistician	Ghana Statistical Service
Quagraine	Josephine	Deputy Director	Ministry of Food and Agriculture
Quaye	Ben	Head of Special Projects	Lands Commission Ghana
Razak	Abdul	Deputy Director	Ministry of Food and Agriculture – Animal Production Directorate
Siame	Paul	Director	Ministry of Food and Agriculture – Extension
Tahiru	Ramat		Ministry of Lands and Natural Resources
Tettyey	Jerome	Planning Officer	Ministry of Food and Agriculture
Tiwaa	Amoah Yaa	Post-Harvest Deputy Director	Ministry of Fisheries and Aquaculture Development – Fisheries Commission

Surname	Name	Position	Organization
Twumasi	Ankrah Richard	Director	Ministry of Food and Agriculture – Policy, Planning, Monitoring & Evaluation
Yevutsey	Savior	Head AMR Coordinating Secretariat	Ministry of Health
UN and development partners			
Agbogah	Kofi	Director	HenMpoano
Aidoo	Peter	Economic Advisor	United Nations Resident Coordinator Office
Albani	Charles	United Nations Resident Coordinator	United Nations Resident Coordinator Office
Ali	Raphael	Director	Tuna Women Development Programme (TUWODEP)
Armoo	Marian	Policy Support Officer Agriculture	The Embassy of the Kingdom of the Netherlands in Ghana
Asante	Seth	Senior Research Officer	International Food Policy Research Institute Ghana
Asempa	Francis	Director	K Asempa Enterprise
Azizi	Fakhruddin	Country Director	United Nations Industrial Development Organization
Brignone	Marta-Anna	Programme Manager	European Commission
Clottey	Augusta	Chief Executive Officer	National Seed Trade Association of Ghana
Eleblu	John	Senior Lecturer	University of Ghana, Biotechnology Centre
Fiafor	Benjamin	Senior Country Representative	Farm Radio
Hedidor	George	AMR Project Coordinator	World Health Organization
Ibyisintabyo	Chris	Food System Coordinator	World Food Programme
Keating	John	Monitoring & Evaluation Specialist	United Nations Resident Coordinator Office
Lampoh-Agroh	Juliette	Country Manager	Alliance for a Green Revolution in Africa
Lily	Kenny Amber	Agriculture Officer	United States Agency for International Development (USAID)
Morrison	Anthony	Chief Executive Officer	Ghana Chamber of Agri-Business
Obeng	Ernest		German Agency for International Cooperation
Obidieh	Rachel	Secretary	United Nations country team
Pauw	Karl	Senior Research Fellow	International Food Policy Research Institute (IFPRI)

Appendix 1. People interviewed

Surname	Name	Position	Organization
Rahaman	Abdul	Cocoa Team Lead and Policy Advisor for Agribusiness	The Embassy of the Kingdom of the Netherlands in Ghana
Salem	Elsadani Hani	Country Director	International Fund of Agriculture Development
Sasu	Lydia	Executive Director	Development Action Association
Sitor	John	Monitoring and Evaluation Officer	World Food Programme
Togobo	Myra	Data Management and Results Monitoring/Reporting officer	United Nations Resident Coordinator Office
Wits	Bram	Agricultural Counsellor	The Embassy of the Kingdom of the Netherlands in Ghana
Worlali	Senyo	Head of Corporate Services	Farmerline
Yeboah	Julious	Head of CGIG-Bole	Cocoa Research Institute of Ghana (CGIG)
<b>Regional government</b>			
Abbey	Charlotte	Women In African Development Officer	Ministry of Food and Agriculture – Municipal Assembly Mpraeso
Addai	Kwame	M&E Officer	Ministry of Food and Agriculture – Municipal Assembly Mpraeso
Agroh	Emmanuel	Director	Municipal Assembly – Mpraeso
Alhaji	Mumuni Ibrahim	Director	Ministry of Food and Agriculture – DADU-Bole
Ali		Ranger	Forestry Commission
Barthelomew	Offei	Crops Officer	Ministry of Food and Agriculture – Municipal Assembly Mpraeso
Brempong	Eric Obeng	Principal	Veterinary College, Pong – Tamale
Galla	Martin	Director	Ministry of Food and Agriculture – DADU-Sawla
Musa	Hawa	Regional Director	Ministry of Food and Agriculture-Northern Region
Nortey	Anthony	Director	Ministry of Food and Agriculture – Municipal Assembly Kwaebibrim
Yeboah	William	Veterinary Officer	Ministry of Food and Agriculture – Municipal Assembly Kwaebibrim
<b>FAO Ghana Country Office</b>			
Adjei	Benjamin	Assistant FAOR Programmes	FAO Ghana
Afakye	Kofi	National Project Coordinator	FAO Ghana
Agandaa	Selina	Junior Policy Analyst	FAO Ghana
Ampiah	Arnold	Programme Specialist	FAO Ghana

Surname	Name	Position	Organization
Appiah	Henrietta	Office Assistant	FAO Ghana
Attipoe	Jefferson	Programme Assistant	FAO Ghana
Baborska	Renata	Policy analyst	FAO Ghana
Danso	Yaa	National Programme Assistant	FAO Ghana
Edetor	Mathias	Climate and Environment Coordinator	FAO Ghana
Frimpong	Ann	Administrative and Operations Assistant	FAO Ghana
Kanyi	Abigail	M&E consultant	FAO Ghana
Kuudaar	Elvis	National Facilitator Forest and Farm Facility	FAO Ghana
Offei	Mark	National Project Coordinator	FAO Ghana
Quartey	Evelyn	Programme Assistant	FAO Ghana
Youngs	David	Information and Communication Resources Assistant	FAO Ghana
<b>FAO headquarters, Regional Office for Africa and FAO Subregional Office for West Africa</b>			
Abebe	Haile Gabriel	Regional Representative for Africa	FAO Regional Office for Africa
Abeshaw	Gebru	Emergency and Rehabilitation Officer	FAO Regional Office for Africa
Ahmed	Garba	Country Team Leader	FAO Regional Office for Africa
Akunzule	Anthony	Project Coordinator/Focal Point	FAO Regional Office for Africa
Amaral	Cristina	Special Advisor – Deputy Director General	FAO headquarters
Arslen	Bounemra	Chief Integrated Operations Support	FAO Regional Office for Africa
Berdegué	Julio Antonio	Former Regional Representative for the Americas	FAO Regional Office for Latin America and the Caribbean
Broderick	Claudia	Administrative Officer	FAO Regional Office for Africa
Chaya	Mona	Special Advisor-Chief Scientist	FAO headquarters
Eloufafi	Ismahane	Chief Scientist	FAO headquarters

Appendix 1. People interviewed

Surname	Name	Position	Organization
Freeman	Ade	Deputy Regional Representative-Africa	FAO Regional Office for Africa
Fujiwara	Kazuyuki	Partnerships Officer	FAO Regional Office for Africa
Geburu	Abeshaw	Emergency and Rehabilitation Officer	FAO Regional Office for Africa
Grouwels	Sophie	Forestry Officer	FAO headquarters
Guei	Gouantoueu	Sub-Regional Coordinator for West Africa	FAO Subregional Office for West Africa
Gueye	Ndiaga	Senior Fisheries Officer	FAO Regional Office for Africa
Gustafson	DanielJohn	Special Representative of the Director-General	FAO headquarters
Naindoubu	Martin	Senior Regional Food Security Expert	FAO headquarters
Nikiema	Albert	Natural Resource Officer	FAO Regional Office for Africa
Nyarko-Badohu	Kwami-Dzifanu	Senior Field Programme Officer	FAO Regional Office for Africa
Ouedraogo	Herve	Programme Officer	FAO Regional Office for Africa
Pera	Massimo	Agribusiness Officer	FAO Regional Office for Africa
PereiraFontes	Francisco	Economist	FAO headquarters
Petruļjeskov	Milica	Private Sector Regional Consultant	FAO headquarters
SantosRocha	Jozimo	Economist	FAO headquarters
Siffre	Tomoe	Human Resources Officer	FAO Regional Office for Africa
StephenTchicaya	Bintia	Senior Policy Officer	FAO headquarters
Tamura	Momoka	Associate Professional Officer	FAO Regional Office for Africa
Wolde	Abebe	Acting Regional Manager, West and Central Africa	FAO ECTAD
Yasmi	Jurdi	Deputy Regional Representative	FAO Regional Office for Africa

## Appendix 2. Projects implemented in Ghana from 2018 to 2022

The following table lists the portfolio of projects, grouped by type (national, global, regional and subregional projects) during the period 2018 to 2022. Budget figures for regional and global projects represent the total budget at the regional or global level, as for some projects it was not possible to disaggregate the exact contribution for Ghana.

Project symbol	Project title	Starting date (mm/dd/yyyy)	Completion date (mm/dd/yyyy)	Total budget (USD)	Donor
<b>National projects</b>					
TCP/GHA/3601	Support to Sustainable Management of Shea Tree Park Lands and Improvement in Safety of Production of Shea butter in three Communities in the West Gonja District, Northern Region, Ghana	04/01/2017	03/31/2019	238 000	FAO
TCP/GHA/3605	Support to the Development of Ghana's Agricultural Investment Plan, 2018–2021	07/04/2017	05/31/2019	203 000	FAO
TCP/GHA/3606	Emergency response to the fall armyworm outbreak	07/19/2017	10/31/2018	450 000	FAO
TCP/GHA/3604	Promoting and Enhancing Sustainable Management of Wetland Resources for better Ecosystem Services and Resilient Livelihoods of Keta and Ada Coastal communities	09/01/2017	12/31/2019	395 000	FAO
TCP/GHA/3607	Support to the Planting for Food and Jobs Campaign	10/25/2017	12/31/2019	434 000	FAO
TCP/GHA/3603	Development of National Agricultural Engineering Policy and Strategy	11/11/2017	12/31/2019	139 000	FAO
GCP/GHA/031/JPN	Recovery of environment and livelihoods of smallholder framers affected by illegal mining and improvement of climate resilience and food security through sustainable cocoa production with successional and diversified agroforestry in Ghana	03/25/2019	09/30/2020	800 000	Japan & Ministry of Food and Agriculture
TCP/GHA/3701	Support to the promotion of conservation agriculture and integrated pest management for sustained soil fertility and productivity	05/01/2019	12/31/2021	410 000	FAO
TCP/GHA/3702	Support to the Strengthening of Food Control Systems in Ghana	06/03/2019	12/31/2021	300 000	FAO
TCP/GHA/3703	Support to malnutrition reduction in women and vulnerable populations through food-based approaches	05/28/2019	12/31/2021	225 000	FAO

Project symbol	Project title	Starting date (mm/dd/yyyy)	Completion date (mm/dd/yyyy)	Total budget (USD)	Donor
UTF/GHA/034/ GHA-F	Profiling and Characterization of Conservation Agriculture Practices and Adoption in Guinea Savanna	08/26/2019	01/31/2020	187 425	Ghana
TCP/GHA/3704/C1	Support to the Implementation of the Investing for Food and Jobs	01/01/2020	12/31/2021	50 000	FAO
OSRO/GHA/001/ WBK	Addressing Food Security and Vulnerability information gap and assessing impact of COVID in Ghana	08/12/2020	04/30/2021	300 000	World Bank
TCP/GHA/3801	Enhancing E-Agriculture structures and mechanisms for extension, surveillance and early warnings	12/10/2020	11/30/2022	236 000	FAO
UNJP/GHA/036/UNJ	Ghana One Health Antimicrobial Resistance Multi-Party Trust Fund (MPTF) Project	05/24/2021	12/31/2022	303 886	UNDP
TCP/GHA/3802	Strengthening Structures and Frameworks for the Agriculture Sector to Participate Competitively in the African Continental Free Trade Area (AfCFTA)	10/01/2021	06/30/2023	200 000	FAO
TCP/GHA/3803	Enhanced Resilience and Emergency preparedness among rural dwellers	10/06/2021	09/30/2023	350 000	FAO
TCP/GHA/3804/C1	TCPF: Compilation of Physical Asset and Flow Accounts for Forest and Other Wooded Land Using the System of Environmental-Economic Accounting Agriculture, Forestry and Fisheries (SEEA AFF) in Ghana	11/23/2021	06/30/2023	85 000	FAO
TCP/GHA/3805	Feasibility and Climate Proposal Formulation on Restoration of Degraded Mangroves Landscape and Resilience to climate change of Vulnerable Coastal Communities to Climate Impact and Risks in Ghana	12/21/2021	04/30/2023	115 000	FAO
<b>Global projects</b>					
GCP/GLO/546/USH	Deltaic Environments, vulnerability and Climate Change: The role of Migration as an Adaptation and its policy implications (DECCMA)	12/24/2014	11/11/2018	Canada – United Kingdom of Great Britain and Northern Ireland	
FMM/GLO/113/ MUL	FMM support to SO3 - Reduce Rural Poverty through information, participatory communication and social mobilization for rural women, men and youth	07/01/2014	05/31/2018	Belgium	

Project symbol	Project title	Starting date (mm/dd/yyyy)	Completion date (mm/dd/yyyy)	Total budget (USD)	Donor
GCP/GLO/543/GER	Monitoring and Analysing Food and Agricultural Policies II (MAFAP II)	05/01/2015	04/30/2019		Germany
OSRO/GLO/501/USA	Emergency assistance for prevention and control of H5N1 HPAI in West and Central Africa	06/01/2015	06/30/2023		United States of America
GCP/GLO/645/NOR	Enhancing the contribution of small-scale fisheries to food security and sustainable livelihoods: FAO SSF Guidelines Implementation Support Project	10/15/2015	06/30/2021		Norway
GCP /GLO/397/EC	FAO Forest Law Enforcement, Governance and Trade Programme phase III	01/01/2016	03/31/2022		European Union
GCP/GL/712/JPN	Strengthening capacities for nutrition - sensitive food systems through a multistakeholder approach (involving private sector, civil society organizations and academia)	12/01/2016	05/31/2022		Japan
GCP/INT/696/EC	Support to and Capitalization on the EU Land Governance Programme (Phase II)	12/16/2016	06/14/2022		European Union
GCP/GLO/802/GER(BMU)	National Land Monitoring and Information System for a transparent NDC reporting	05/01/2018	05/31/2022		Germany
GCP/GLO/931/MUL	Forest and Farm Facility Phase II Climate Resilient Landscapes and Improved Livelihoods	07/01/2018	12/31/2025		Multilateral
GCP/GLO/965/SWE	Creating an enabling environment for securing sustainable small-scale fisheries	12/12/2018	12/31/2023		Sweden
GCP/GHA/031/JPN	Recovery of environment and livelihoods of smallholder framers affected by illegal mining and improvement of climate resilience and food security through sustainable cocoa production with successional and diversified agroforestry in Ghana	03/25/2019	09/30/2020		Japan
FMM/GLO/155/MUL	Implementing the Small-Scale Fisheries Guidelines for gender-equitable and climate-resilient food systems and livelihoods	06/01/2021	12/31/2023		Multilateral

Project symbol	Project title	Starting date (mm/dd/yyyy)	Completion date (mm/dd/yyyy)	Total budget (USD)	Donor
OSRO/INT/103/USA	Regional project to enhance preparedness and response to increased acute food insecurity of vulnerable households through improved coordination in the Sahel and West Africa	08/12/2021	11/11/2022		United States of America
<b>Regional projects</b>					
GCP/RAF/461/SPA	Building Capacity of ECOWAS for effective CAADP Implementation in West Africa	16/01/2012	31/03/2020		Spain
GCP/RAF/447/GFF	Development of a transfrontier conservation area linking forest reserves & protected areas in Ghana and Cote d'Ivoire (MSP)	05/31/2013	04/30/2018		GEF
GCP/RAF/480/GER	Enhanced Capacities for Effective Mobilization and Use of Resources for Food Security and Nutrition	11/01/2014	06/30/2019		Germany
GCP/RAF/254/MUL	Creating Agribusiness Employment Opportunities for Youth through Sustainable Aquaculture Systems and Cassava Value Chains in West Africa	10/15/2014	09/30/2019		Africa Solidarity Trust Fund
GCP/RAF/496/NOR	Support Transition Towards Climate Smart Agriculture Food Systems	12/15/2014	09/30/2018		Norway
GCP/RAF/510/MUL	Enhancing capacity/risk reduction of emerging Tilapia Lake Virus (TiLV) to African tilapia aquaculture	03/20/2018	12/31/2022		Multilateral
TCP/RAF/3611	Advancing Healthy Street Food Incentives to boost the safety and nutritional balance of street food in Sub-Saharan Africa	05/01/2018	12/31/2019		FAO
<b>Subregional projects</b>					
TCP/SFW/3702/C1	TCPF: Assessing Ghana and Ivory Coast cocoa value chain sustainable pro-poor policy options within Climate change agenda (2019–2028)	09/06/2019	11/30/2021		FAO
OSRO/SFW/002/USA	Regional programme to address increased food insecurity in West Africa and the Sahel and inform effective humanitarian response for strengthening resilience of vulnerable households	05/13/2020	03/31/2021		United States of America
OSRO/SFW/200/USA	Regional project to enhance preparedness and response to increased acute food insecurity of vulnerable households through improved coordination in the Sahel and West Africa	01/01/2022	06/20/2023		United States of America

## Appendix 3. Cocoa & Forests Initiative support in Ghana 2018–2021

Task/project Title	Project details
Land Administration Project II - Implementation Support Mission - March/April 2018	(World Bank, USD 50 million) The project's aim is to improve efficiency in the delivery of land services and increase tenure security. The project consists of four components: 1) Strengthening of Land Policy, Legal and Regulatory Framework aimed at: i) providing a platform for continued work on the legal and regulatory framework governing land administration and land use; and ii) building upon the accomplishments achieved under the land administration project (LAP I), including the completion of the Land Bill and Land Use and Planning Bill and associated legislative instruments; 2) Improving the Public Land Service Delivery aimed at: i) improving transparency; ii) reducing time and cost of delivery of deed and title registration and other services provided by the land sector agencies; iii) upgrading the Land Information System; and iv) integrating the latter with the other systems; 3) Improving Maps and Spatial Data for Land Administration aimed at: i) providing up-to-date maps and other spatial products; ii) developing infrastructure to collect and share data and information to be used as inputs directly or indirectly in land administration, including digital orthorectified imagery, base maps and geodetic network, and street addressing system; and 4) Human Resources Development aimed at developing requisite capacity and logistical support and equipment to the land sector agencies, land owners as well as the private sector (surveyors) to improve land service delivery.
Finalization of the GIPAD formulation report - May 2018	(FAO/Trust Fund) The six objectives and components were: i) security and emergency preparedness; ii) increased growth in incomes; iii) increased competitiveness and enhanced integration into domestic and international markets; iv) sustainable management of land and environment; v) science and technology applied in food and agriculture development; and vi) improved institutional coordination. Based on the conclusion of the evaluation performed in 2017, the Ghana Integrated Plan for Agri-food-systems Development (GIPAD 2018–2023), the third generation of country investment plans consist of five sub-programmes: 1) Sector Administration and Management; 2) Scaling-up Planting for Food and Jobs to Farming for Food and Jobs; 3) Enhanced Business Environment for Agri-food Systems; 4) Emergency Preparedness, Nutrition and Social Protection; and 5) Sustainable Management of Land and Environment.
Support to the design of the Ghana Landscape Restoration and Small-Scale Mining Project - April 2020	(World Bank, USD 78 million) The project will be financed through a combination of a World Bank loan, under the IDA19 cycle, a Global Environment Facility (GEF) grant, and a PROGREEN Multidonor Trust Fund. The Government of Ghana will contribute (unquantified) in-kind co-financing. The Project Development Objective (PDO) is to strengthen integrated landscape management and increase benefits to communities in the targeted degraded savannah and cocoa forest areas. The project will support a community-led integrated landscape approach to improve management of forest and savannah ecosystems in the target areas and enhance resilience of ecosystems and populations dependent on them. The project design has a twofold focus to: enhance landscape management planning at decentralized levels that cuts across administrative boundaries, multiple sectors and multiple land uses in the target sub-basins within the savannah and cocoa forest areas.

Task/project Title	Project details
Support to the design of Cocoa Value Chain Development Project (2021–22 ongoing)	<p>(World Bank, USD 300 million) The Project Development Objective is to “improve the economic, environmental, and social sustainability of cocoa production in project targeted areas”. This objective will be achieved through the implementation of three interrelated technical components: Component 1: Institutional Strengthening and Value Chain Governance (USD 20 million); Component 2: Sustainable Cocoa Intensification (USD 130 million); and Component 3: Socially Responsible Diversification (USD 30 million). The fourth component will focus on project management and monitoring and evaluation (M&amp;E) (USD 20 million), including a zero allocation Contingency Emergency Response Component (CERC). The project’s direct beneficiaries would be individual farmers (both male and female farmers) and farmers’ associations who benefit from production support activities, including the replanting of cocoa farms affected by cocoa swollen shoot virus disease (CSSVD) and options to diversify into other cropping systems. Additionally, rural micro, small and medium enterprises (MSMEs) which would be providing technical and operational services to farmers during the period of replanting/rejuvenation would also be beneficiaries. Other project beneficiaries would be licensed buying companies (LBCs), and other private sector stakeholders who would benefit from sustainable production and sourcing of cocoa beans through better value chain coordination.</p>
Commercial Agriculture Project - Implementation Completion Report - Nov 2021	<p>(World Bank, USD 100 million) The objective of the Commercial Agriculture Project for Ghana is: increased access to land, private sector finance, and input and output markets by smallholder farms from public-private partnerships in commercial agriculture in Accra Plains and Savannah Accelerated Development Authority (SADA) zone. The project has four components. 1) Strengthening investment promotion infrastructure, facilitating secure access to land. This component will promote a secure investment climate that clarifies and strengthens the rights and obligations of investors, government and affected communities, and support an improved mechanism for facilitating access to land by reducing the search costs to potential investors through an expansion of a database of land suitable and available for investors and by building on nascent mechanisms for actively matching potential investors with suitable landowners. 2) Securing public-private partnerships (PPPs) and smallholder linkages in the Accra Plains. This component will conclude one or two transactions for PPPs in an irrigation investment in the Accra Plains. 3) Securing PPPs and smallholder linkages in the SADA Zone.</p>

## Appendix 4. Fieldwork itinerary

Dates	Region	Districts covered	Communities covered	Reference projects
19–21 June 2022	Northern and Savannah	Bole, North Gonja	Bole-Kiape, Sawla, Kgalal, Savelugu	TCP/GHA/3601: Support to Sustainable Management of Shea Tree Park Lands and Improvement in Safety of Production of Shea butter in three Communities in the West Gonja District, Northern Region
				TCP/GHA/3701: Support to the promotion of conservation agriculture and integrated pest management for sustained soil fertility and productivity
				GCP/GLO/931/MUL: Forest and Farm Facility Phase II Climate Resilient Landscapes and Improved Livelihoods
23–24 June 2022	Eastern	Kwaebibirem, Denkyembaour	Mpraeso Kwameowuo, Kade	GCP/GLO/710/UK: Antimicrobial Use and Behaviour Change intervention with Poultry farmers
				TCP/GHA/3703: Support to malnutrition reduction in women and vulnerable populations through food-based approaches
				GCP/GHA/031/JPN: Recovery of environment and livelihoods of smallholder farmers affected by illegal mining and improvement of climate resilience and food security
25–26 June 2022	Volta	Dayi	Dzemeni, Kpeve, Anloga	GCP/GLO/645/NOR: Empowering Women in Small Scale Fisheries for Sustainable Food Systems
				TCP/GHA/3607: Support to the Planting for Food and Jobs Campaign
				TCP/GHA/3604: Promoting and Enhancing Sustainable Management of Wetland Resources for better Ecosystem Services and Resilient Livelihoods of Keta and Ada Coastal communities



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