## Ghana Country Programme 200247 B/R No. 1

#### 4 October 2013

# PROJECT REVISION FOR THE APPROVAL OF: Deputy Executive Director and Chief Operating Officer

	<u>Initials</u>	In Date	Out Date	Reason For Delay
<u>ORIGINATOR</u>				
Ghana Country Office				
CLEARANCE				
Regional Director, OMD				
Project Budget and Programming Officer, RMBP				
Chief, RMBP				
Chief, OSLT (change in LTSH and/or				
External Transport)				
Director, RMB				
Director, OSZ				
APPROVAL				
Deputy Executive Director and COO				

Start date: 1 October 2012	End date: 31 December 2016		
	Previous Budget (US\$)	Revision (US\$)	New Budget (US\$)
Food cost	30,295,640	91,669	30,387,309
Cash and voucher	0	1,936,697	1,936,697
External transport	1,879,837	-15,266	1,864,571
LTSH	0	0	0
ODOC	1,838,719	326,924	2,165,643
DSC	7,915,120	902,349	8,817,469
ISC (7%)	2,935,052	226,966	3,162,018
Total WFP cost (US\$)	44,864,368	3,469,339	48,333,707
TYPE OF REVISION			
Additional commodity		dditional ODOC 🛛 🗌 Add or Reduction in time	litional LTSH 🔀 Other

<u>DISTRIBUTION</u> : DED and COO	Regional Director	
Chief, OSLT	Chief, OSZP, RMBP, OSZR, OSZC	<b>RB</b> Programme Advisor
Country Director	Programme Officer, RMBP	RB Programme Assistant
OD Registry	Programming Assistant, RMBP	RB Chrono
PGG	RMB	Liaison Officer, OMD

#### NATURE OF THE INCREASE

- 1. This budget revision (BR) proposes to: initiate a pilot cash transfer component (cash for assets and for skills training); revise the food basket for food assistance-for-assets (FFA) provided for skills training, and revise the nutritional rations for children with moderate acute malnutrition (MAM) and malnourished pregnant and lactating women (PLW) in line with current WFP recommendations. The BR will also geographically expand FFA activities under the pilot cash transfer component to cover ten districts in the Brong-Ahafo and Volta Regions, bordering the Northern Region.<sup>1</sup>
- 2. More specifically, the BR will require:
  - > An increase of US\$1,936,697 for the inclusion of cash-based interventions;
  - An additional US\$ 902,349 in direct support costs (DSC);
  - An augmentation of US\$ 326,924 in other direct operational costs (ODOC); and
  - An additional 398 mt of food commodities valued at US\$ 91,669 due to variations in the food basket for the food for training and activities to treat MAM.

### JUSTIFICATION FOR BUDGET INCREASE

#### **Summary of Existing Project Activities**

- 3. Country Programme (CP) 200247 aims to increase government and community capacity to ensure sustainable food and nutrition security. The three components of the CP are:
  - Support for primary and girls' education (Strategic Objective 4), through school meals and take home rations (THR) for girls;
  - Nutrition support for vulnerable groups (Strategic Objective 4); through treatment of MAM among children aged 6–59 months and PLW; and nutrition support for people living with HIV on anti-retroviral treatment (ART) and their affected family members;
  - Strengthening of community livelihoods in the face of climate change (Strategic Objective 2), through FFA, including skills training and asset rehabilitation.
- 4. Under the CP, WFP is supporting the Government in addressing food insecurity and malnutrition in the three northern regions Upper East, Upper West and Northern. The Government recently asked WFP to expand its livelihood and climate change adaptation activities to include ten districts of the Brong-Ahafo and Volta Regions as they have experienced increased desertification and forest destruction, contributing to greater food insecurity.

<sup>&</sup>lt;sup>1</sup> Kintampo Municipality, Tain, Kintampo South, Pru, Sene East and Sene West districts of the Brong-Ahafo region; and Krachi East, Krachi West, Krachi Ntsuwanta North districts of the Volta region.

#### **Conclusion and Recommendations of the Re-assessment**

- 5. The three northern regions (Upper East, Upper West and Northern) have the highest rates of extreme poverty in Ghana. Elevated rates are also found in the northern districts of Brong-Ahafo and Volta regions.<sup>2</sup> About 68 percent of the "extreme poor" in Ghana (2,769,901 people) reside in these areas.<sup>3</sup> The 2012 Comprehensive Food Security and Vulnerability Analysis (CFSVA) revealed that although poverty has decreased in Ghana, large disparities remain between the North, the ten districts of the Volta and Brong-Ahafo regions (63 percent)<sup>4</sup> and the South (20 percent).<sup>5</sup>
- 6. The CFSVA found that 16 percent of households in these areas (over 680,000 people) were either severely or moderately food insecure due to limited means of purchasing food, low harvest production, higher vulnerability to shocks including climatic events, and high food prices. From May 2012 to May 2013, prices in northern Ghanaian markets for the major staple cereals of rice and millet, increased by 8 percent and 24 percent respectively. In addition, the current price of maize remains 24 percent higher than the five-year average, further eroding the purchasing power of poor households. These current price trends emphasize the persistence of food insecurity in northern Ghana, resulting in the need for increased assistance through cash transfers and augmented food for training activities.
- 7. Climatic shocks and environmental degradation are affecting food security in the Brong-Ahafo and Volta regions.<sup>6</sup> Deforestation has caused severe land degradation as erosion and siltation reduce fertility of the already degraded soils. Deforestation is increasing in northern Ghana, particularly in Brong-Ahafo, as evidenced by advancing desertification. Agriculture is mainly rain-fed, yet volatile and poorly distributed rainfall creates pockets of deficit and inter-annual variation in crop production, aggravated by land degradation and desertification. To curb the impact of climate change, WFP is partnering with the Food and Agriculture Organization of the United Nations (FAO), the United Nations Development Programme (UNDP) and the United Nations University (UNU) on a three-year (2013–2015) joint project for climate change adaptation and disaster risk reduction in northern Ghana. Through the Delivering as One approach, United Nations agencies seek to support the Savannah Accelerated Development Authority (SADA) in bridging the poverty gap between Northern and Southern Ghana. These efforts are also in synergy with the CP's focus on building resilience to climatic shocks and restoring livelihoods.
- 8. A feasibility assessment conducted in northern Ghana in 2012 confirmed that the region has the adequate infrastructure and meets the market conditions for introducing cash-based interventions in the areas targeted by WFP.<sup>7</sup>

<sup>&</sup>lt;sup>2</sup> Comprehensive Food Security and Vulnerability Analysis, 2009.

<sup>&</sup>lt;sup>3</sup> Extremely poor make up 79 percent of the population of Upper West (535,433 people), 60.1 percent of Upper East (619,918 people), 38.7 percent of Northern region (955,332 people), 15.2 percent of Brong-Ahafo (340,037 people), and 14.9 percent of Volta (319,181).

<sup>&</sup>lt;sup>4</sup> Upper West, Upper East, Northern) and the 10 proposed districts of the Brong-Ahafo and Volta Regions (Kintampo Municipality, Tain, Kintampo South, Pru, Sene East and Sene West districts of the Brong-Ahafo region; and Krachi East, Krachi West, Krachi Ntsuwanta North districts of the Volta region).

<sup>&</sup>lt;sup>5</sup> The 2012 CFSVA found that poorer households in general spend a larger share of their expenditure on food. Households in the wealthiest quintile spend 34% of the total expenditure on food compared with 49% in the poorest quintile. <sup>6</sup> SADA,Strategy and Work Plan (2010 to 2030).

<sup>&</sup>lt;sup>7</sup> It was foreseen in the Country Programme document that feasibility assessment would also be conducted in Accra and Kumasi. However, due to budget and time constraints, it was conducted in northern Ghana only.

- 9. Based on assessment findings, cash transfers are recommended for training activities in the northern capital of Tamale to help address food insecurity among the urban poor. The Government is increasingly using cash transfers in its social protection intervention entitled Livelihood Empowerment Against Poverty (LEAP). As Tamale is not covered by LEAP, the Government has asked WFP for support. Cash- or food-based interventions supported by WFP such as school feeding, THR for girls and livelihood support are considered an integral part of the national social protection system. Other Government-funded programmes supported by WFP include the provision of uniforms for school children, a national insurance scheme, and school capitation grants.
- 10. In those areas in Northern, Upper East and Upper West regions where markets are less reliable or not accessible, food transfers will be implemented during the lean season. Cash-for-assets will also be introduced in the three northern regions, Brong-Ahafo and Volta, in locations where markets function and food is accessible during the harvest season, as determined by feasibility assessment interviews with beneficiaries.
- 11. Given that the ten districts in the Brong-Ahafo and Volta Regions have similar ecological and climatic conditions to the three northern regions, the BR proposes to expand resiliencebuilding and climate change adaptation activities in these areas. These ten districts are also covered by the joint Government of Ghana-WFP Food Security and Nutrition Monitoring System (FSNMS). WFP trains Ministries of Food and Agriculture and Health staff at the regional level on data collection and analysis at sentinel sites. Reporting will be carried out through the monthly FSNMS bulletin.
- 12. The cash and voucher feasibility assessment revealed that WFP can contribute to LEAP by providing conditional cash transfers that equip beneficiaries with the means to sustain themselves following the withdrawal of assistance.<sup>8</sup> WFP can also showcase improved ways of transferring cash to beneficiaries using locally available financial services and subsequently through the WFP System for Cash Operations (SCOpe). A hand-over strategy will be developed in consultation with LEAP based on an evaluation of the pilot programme and on lessons learned during implementation. WFP will work with the Government and share experiences in efficiency-enhancing cash transfer tools. Following completion of the pilot WFP aims to facilitate the integration of similar cash transfer interventions into the Government's social protection initiative.
- 13. The assessment for introducing cash transfers concluded the following:
  - Market conditions are favourable, but will require careful monitoring to ensure the desired impact;<sup>9</sup>
  - Government authorities and policies fully support cash-based interventions;
  - Adequate and credible financial mechanisms are widely available, including mobile money transfer and e-zwich services;
  - The mobile money transfer delivery mechanism can be used in the absence of the SCOpe tool and is being used successfully across the country, including in areas targeted by WFP; and
  - The system is secure for use by WFP operations; it is centrally regulated and administered by the Bank of Ghana's subsidiary, Ghana Inter-Bank Payments and Settlement System (GhIPSS).<sup>10</sup>

<sup>&</sup>lt;sup>8</sup> Cash and Vouchers Feasibility Study to Ghana Country Office, 7–24 October 2012.

<sup>&</sup>lt;sup>9</sup> WFP Ghana Rapid Market Assessment, October 2012.

14. WFP's nutrition policy recommends that MAM treatment activities for children aged from 6– 59 months be conducted in out-patient care with a THR of CSB<sup>++</sup>, while supercereal, oil and sugar is distributed for pregnant and lactating women to reduce anaemia and other micronutrient deficiencies. This is in line with the national nutrition policy and the Millennium Development Goal (MDG) Acceleration Framework (MAF) for MDG 5.

#### **Purpose of Budget Increase**

- 15. Drawing from assessment findings, the BR seeks to increase rations provided under FFA for skills training based on the level of participants' efforts. The daily ration of maize will be increased to include beans and oil for dietary diversity and enhanced energy intake. The value of the daily ration of the food for training will be equivalent to US\$1.59 (3.04 cedi) or 58 percent of the 2013 daily minimum wage.<sup>11</sup>
- 16. The BR will also allow WFP to start implementing cash for assets and for skills training in the Tamale Metropolis of the Northern region.<sup>12</sup> This is a conditional cash transfer pilot which aims to assist the food-insecure urban poor and complement the LEAP programme in the three Northern, Brong-Ahafo and Volta regions. The daily transfer value of cash for assets is US\$1.97 per participant and the daily transfer value of cash for skills training is US\$1.59 per participant.<sup>13</sup>
- 17. The BR also seeks to expand cash for assets activities to the Brong-Ahafo and Volta regions, focusing on agricultural asset rehabilitation including tree planting and the rehabilitation of irrigation facilities. These activities will help reduce the impact of recurrent drought, land degradation and deforestation, improve food production, and broaden access to food and livelihood-based alternatives. The activities will also help prevent the adoption of negative coping strategies such as the burning of forest wood for charcoal, or the hunting of rodents for consumption purposes.
- 18. Cash-for-assets activities will be identified through a participatory approach. Poor and food insecure households will be identified in collaboration with the Department of Social Welfare and other stakeholders. Targeting criteria for households includes:
  - Poor or borderline food consumption score;
  - Insufficient means to afford more than two meals a day;
  - Cultivate less than four acres a year of a staple food crop; and
  - Lack of permanent or regular income from employment (no adult member is employed or owns a business, and do not also receive regular cash or food remittances).
- 19. Households meeting the above criteria must also have at least one person who is 18 years old or older willing to undergo training in any of the available options. Men and women in

<sup>&</sup>lt;sup>10</sup> However, it should be noted that current SCOpe development by WFP Cash for Change is expected to meet country office needs.

<sup>&</sup>lt;sup>11</sup> Based on the US\$-cedi exchange rate: 1 US\$ = 1.91 cedi.

<sup>&</sup>lt;sup>12</sup> Skills training will include fortification of local cereals at community level, re-bagging of iodized salt, shea butter extraction for use in cosmetics, basic carpentry, basic works, basic masonry, agro processing (fish smoking), juice extraction and mobile phone repairs.

<sup>&</sup>lt;sup>13</sup> US\$ values derived from an family food ration basket of 83 cedi per month for food for assets and 67 cedi per month for food for skills training, based on an average household size of five and taking price seasonality into consideration.

vulnerable communities will have equal access to these activities to reduce the poverty gender gap. It is expected that at least 50 percent of participants will be women.

- 20. Prospective cooperating partners include organizations with the capacity to implement FFA activities such as the Ministries of Land and Natural Resources; Food and Agriculture; Environment, Science, Technology and Innovation and non-governmental organizations (NGOs). The aforementioned Ministries carry specific mandates to support activities in afforestation, the rehabilitation of dams and the construction of feeder roads. Other institutions with capacity to deliver skills training and administer cash payments to beneficiaries include the Department of Social Welfare, the Intermediate Technology Transfer Unit (ITTU), the National Vocational Training Institute (NVTI), the Bonzali Rural Bank, Youth Alive, the Urban Agriculture Network (URBANet), Girls Growth and Development (GIGDEV) and the Local Enterprises and Skills Development Programme (LESDEP). Cooperating partners will be further assessed during the implementation phase to ensure adequate support.
- 21. The cash for assets pilot project will be implemented over three months from October through December 2013, reaching 12,000 participants, and subsequently scaled-up in January 2014 to cover a wider geographic area and increased beneficiary caseload. WFP will continue monitoring both the food security and nutrition situation across the country as well as the progress of the pilot project. A follow-up market assessment is planned for early 2014 to understand the impact on household food access, with the aim of scaling-up to include THR for girls and food assistance for HIV-affected families in 2015 and 2016.
- 22. The BR will align rations for nutrition-specific programmes to the WFP nutrition policy and global guidance on the most effective commodities. In line with WFP's nutrition policy, Supercereal Plus will be provided for the treatment of MAM in children aged 6–59 months. Stunting prevention for the treatment of MAM in pregnant and lactating women will be modified to a standard ration of Supercereal, sugar and vegetable oil. The new rations for the treatment of MAM are expected to be implemented as of January 2014, while food rations in support of people living with HIV and affected family members will remain unchanged.
- 23. Ghana has been registered as an early riser country for the Scaling-Up Nutrition (SUN) movement since late 2011. Since then, WFP has played an active role in providing the Government with the necessary support in advocating for nutrition interventions with a focus on the first 1,000 days. WFP participates in SUN committees including policy, monitoring and evaluation (M&E), advocacy and resource mobilization. WFP has been selected by the Civil Society Alliance of Ghana as a participating organization to facilitate the implementation of a nutrition advocacy project funded by the SUN secretariat.
- 24. WFP also takes an active role in providing technical and financial support to the development of the national nutrition policy. WFP hosts the facilitator for the Renewed Efforts Against Child Hunger and undernutrition (REACH) partnership and works closely with other REACH agencies including FAO, the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO) to provide support to the Government in scaling up nutrition interventions. WFP also provides nutrition support to prevent children from stunting. In addition, WFP is the convener of the United Nations Development Assistance Framework (UNDAF) outcome 2 on nutrition. As a result, the United Nations in Ghana has chosen nutrition as one of its advocacy themes for 2013 and beyond.

TABLE 1: BENEFICIARIES BY ACTIVITY TYPE				
	Beneficiaries			
Activity	Current	Increase	Revised	
Support for primary education and girls education - Children receiving school meals	150,000	0	150,000	
<ul> <li>Girls receiving take home rations</li> </ul>	60,000	0	60,000	
Nutrition support for vulnerable groups				
<ul> <li>MAM treatment (PLW)</li> <li>MAM treatment (Children 6–59 months)</li> </ul>	60,000 480,000	0	60,000 480,000	
- Nutrition support for ART clients	6,000	0	6,000	
<ul> <li>Households food support for ART clients</li> </ul>	24,000	0	24,000	
Resilience to climate shocks and support for livelihoods				
<ul> <li>FFA (assets)</li> <li>FFA (training)</li> <li>FFA (cash/training)</li> <li>FFA (cash/assets)</li> </ul>	63,400 35,325 0 0	0 0 2,000 10,000	63,400 35,325 2,000 10,000	
Total	878,725	12,000	890,725	

TABLE 2: PROPOSED MODIFICATION OF DAILY FOOD RATION BY ACTIVITY         (g/person/day)							
Commodity Type/ Cash & voucher	Activity 1 – for primary (food ratior unchar	education	Activity 2 – Nutrition support for vulnerable groups (proposed new food rations)		e groups (proposed new against climatic shock		atic shocks
	Children receiving school meals	Girls receiving THRs	Children 6–23 months (treatment of MAM)	Children 24–59 months (treatment of MAM)	Pregnant & lactating women (prevention of stunting)	FFA asset rehabilitation (food rations remain unchanged)	FFA training (revised food ration)
Cereals	120	266				500	400
CSB++			200	200			
CSB+					200		
Vegetable oil	20	66			20	30	24
Salt	3	33				5	5
Pulses	30					50	40
Sugar					15		
MNP	0.5						
Cash/voucher (US\$/pers/day)						1.97	1.59
Total	174	365	200	200	235	585	469
Total kcal/day	710	1,515	787	787	1029	2,183	1,849
% kcal from protein	8.1	7.0	16.6	16.6	12.4	11.0	11.0
% kcal from fat	26.6	45.5	23.2	32.2	32.8	20.9	20.9

#### FOOD REQUIREMENTS

TABLE 3: FOOD/CASH & VOUCHER REQUIREMENTS BY ACTIVITY TYPE					
Activity	Transfor modelity	Food requirements ( <i>mt</i> ) Cash/voucher ( <i>US\$)</i>			
Activity	Transfer modality	Current	Increase	Revised total	
Support for primary education and girls education	Food	22,900	-	22,900	
Nutrition support for vulnerable groups	Food	21,665	42	21,707	
FFA - Resilience to climate shocks	Food	7,752	356	8,108	
and support for livelihood	Cash & voucher	0	1,936,697	1,936,697	
Total food requirements (mt)	Food	52,317	398	52,715	
Total cash requirements (US\$)	Cash & voucher	0	1,936,697	1,936,697	

#### **RISK ASSESSMENT**

- 25. Risks related to cash transfers were identified in the cash and voucher operational assessment. These include exclusion and inclusion errors in targeting, market volatility, the erosion of entitlements by inflation and macro risks such as price inflation/fluctuation, market closures, corruption and fraud, security, and the availability and capacity of partners.
- 26. On-site monitoring and evaluation of cash-based activities will be conducted on a weekly and monthly basis by WFP staff and cooperating partners. Household-level post cash-transfer monitoring will be carried out quarterly by WFP and a cooperating partner (not involved in the registration and transfer of cash) through the use of focus group discussions with female and male beneficiaries. Post cash-transfer monitoring will enable WFP to ascertain how cash is used by the beneficiaries and their perceptions of how the programme in improves their food security conditions. It will also verify adherence with community and household beneficiary selection criteria and agreed processes for service delivery. Monitoring activities will also assess the performance of cooperating partners and community-level involvement.
- 27. A quarterly project review process will be conducted involving all stakeholders to identify any short-term bottlenecks in implementation and devise appropriate solutions.
- 28. A subsequent BR is anticipated for 2014 to shift other food-based interventions (such as take home rations, school feeding and nutrition support for vulnerable groups), to cash, following lessons learned from initial cash-based FFA activities.

#### ANNEX I-A

BUDGET INCREASE COST BREAKDOWN			
Food	Quantity (mt)	Value (US\$)	Value (US\$)
Cereals	-2,789	-1,567,308	
Pulses	109	87,265	
Oil and fats	-281	-288,567	
Mixed and blended food	3,637	2,024,136	
Others	-278	-163,856	
Total food	398	91,669	
Cash transfers		1,936,697	
Voucher transfers			
Subtotal food and transfers		2,028,366	
External transport		-15,266	
Landside transport, storage and handling		0	
Other direct operational costs			326,924
Direct support costs (see Annex I-B)			902,349
Total WFP direct costs			3,242,373
Indirect support costs (7.0 percent)			226,966
TOTAL WFP COSTS			3,469,339

#### ANNEX I-B

DIRECT SUPPORT REQUIREMENTS (US\$)		
Staff and staff-related costs		
International professional staff	\$161,380	
International general service staff	\$0	
Local staff - national officers	\$98,000	
Local staff - general service	\$229,000	
Local staff - temporary assistance	\$160,000	
Local staff - overtime	\$42,000	
Hazard pay and hardship allowance	\$0	
International consultants	\$0	
Local consultants	\$0	
United Nations volunteers	\$0	
Commercial consultancy services	\$0.00	
Staff duty travel	\$-3,000	
Subtotal	\$645,380	
Recurring expenses		
Rental of facility	\$0	
Utilities	\$0	
Office supplies and other consumables	\$10,000	
Communications services	\$113,250	
Equipment repair and maintenance	\$20,000	
Vehicle running cost and maintenance	\$48,000	
Office set-up and repairs	\$0	
United Nations organization services	\$0	
Subtotal	\$191,250	
Equipment and capital costs		
Vehicle leasing	\$30,600	
Communications equipment	\$32,719	
Local security costs	\$2,400	
Subtotal	\$65,719	
TOTAL DIRECT SUPPORT COSTS	\$902,349	

Annex II: Country Programme Component 3 – Resilience against Climatic Shocks and Support to Livelihoods Strategic Objective 2: Prevent acute hunger and invest in disaster preparedness and mitigation measures				
Outcome 1 Improved resilience of vulnerable communities through the provision of skills training and cash assistance for participants in Cash for Training interventions.	<ul> <li>% of targeted communities supported by WFP reporting an improved capacity to manage climatic shocks and risks (Target: 80% of targeted communities reporting an improved capacity to manage climatic shocks and risks)</li> <li>Household food consumption score (target: 2000 of targeted bound households house accentable food</li> </ul>	Availability of partners (either Government or NGOs) to provide complementary funding and inputs for Cash for Training Interventions.		
	80% of targeted households have acceptable food consumption)			
Output 1.1	<ul> <li>Number of participants provided with alternative skills and supported to engage in income generation activities.</li> </ul>	Funding will be available for interventions.		
Food and cash transfers distributed in sufficient quantity, quality and in a timely manner to targeted households	<ul> <li>Number of beneficiaries receiving assistance as % of planned (disaggregated by activity; by food, cash transfers and by women, men, girls, boys)</li> <li>Quantity of food assistance distributed, as % of planned distribution (disaggregated by type)</li> <li>Total amount of cash transferred to beneficiaries (disaggregated by women, men, girls, boys)</li> </ul>			
Outcome 2 Hazard risk reduced at community level in targeted communities	<ul> <li>Community Asset Score in targeted areas (Target: 80% of targeted communities with community assets over baseline)</li> <li>Coping Strategy Index (Target: CSI of 100% of targeted households is reduced or stabilized)</li> </ul>			
<b>Output 2.1</b> Disaster Mitigation assets built or restored by targeted communities Assets that reduce risk of disasters and shocks, developed, built or restored	<ul> <li>Assets that reduce risk of disasters and shocks, developed, built or restored</li> <li>Number of people trained (disaggregated by sex, type)</li> </ul>	Funding will be available for interventions. Continued government and donor commitment.		