

# 2017

## ANNUAL REPORT SOCIAL PROTECTION DIRECTORATE



REPUBLIC OF GHANA  
THE MINISTRY OF GENDER, CHILDREN  
AND SOCIAL PROTECTION





**SOCIAL PROTECTION DIRECTORATE**

The Ministry of Gender, Children and  
Social Protection

**REPUBLIC OF GHANA**

# **Annual Report**

## **2017**

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## DIRECTORATE GENERAL INFORMATION

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## MESSAGE FROM THE HONOURABLE MINISTER

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I welcome the Social Protection Directorate's maiden annual report. Ghana has a long history of putting in place social protection measures to support poverty reduction and inclusive development. To further prevent the poor and vulnerable from falling deeper into poverty and to promote their productivity, His Excellency Nana Addo Dankwa Akufo-Addo introduced three new interventions - the free Senior High School (SHS) policy, Planting for Food and Jobs, and Nation Builders Corps (NaBCo) - in addition to the ongoing interventions such as the Livelihood Empowerment Against Poverty and the School Feeding Programme. These recent interventions are some of the pragmatic steps taken by the New Patriotic Party to improve the welfare of Ghanaians, especially the extreme poor. The new programmes also complement the existing interventions by providing further opportunities to include vulnerable persons in the development process.

The year 2017 was a busy one. As the sector Minister for social protection, I was keen to lead my Ministry to contribute to Ghana's efforts to meet the social protection targets and goals set out in the 2030 Agenda for Sustainable Development. In recognition of the need to ensure that citizens are guaranteed relief from destitution and for them to realise their basic rights, relevant programmes must continue to be strategically and consistently pursued; the achievements covered in this annual report demonstrates the Government of Ghana's commitment in this regard. Over the years, Ghana has shown significant political will and made financial resources available for social protection programmes and services.

The delivery of social protection interventions requires the participation and support of a range of stakeholders. The Ministry appreciates the various partnerships that have contributed to the success in the sector, particularly in the year 2017. We look forward to continued engagement with all stakeholders in order to strengthen Ghana's social protection system to reduce and prevent poverty and vulnerabilities across the life cycle, and contribute to the President's agenda of 'Ghana beyond Aid'.

**HON. OTIAKO AFISAH DJABA**  
**MINISTER GENDER, CHILDREN & SOCIAL PROTECTION**



## MESSAGE FROM THE HONOURABLE DEPUTY MINISTER

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I am delighted with the publication of the Social Protection Directorate's first annual report. The annual report highlights the critical role of the Directorate in providing leadership and technical and operational coordination of social protection initiatives in the country.

The report also shows the wide range of social protection programmes that are being implemented by various stakeholders, from national-level stakeholders to the stakeholders who work in various communities across the country to provide social protection services to vulnerable population groups. This underscores the importance of a strong institutional coordination framework as a key feature of Ghana's

social protection system, to support the effective and efficient delivery of programmes and services.

In light of the above, a key preoccupation of the Ministry of Gender, Children and Social Protection during the reporting period was to strengthen the institutional arrangements for a harmonized and coordinated approach to social protection. The re-inauguration of the Social Protection Inter-Sectorial Technical Committee was a key accomplishment in this regard. The National Social Protection Policy also sets out key bodies at the regional, district and community levels to support coordination in the sector. As a Ministry, a priority for us going forward will be to inaugurate and provide resources for the operationalization of these bodies which include the Regional Social Protection Monitoring Teams, the District Social Protection Committees and the Community Social Protection Committees.

I look forward to strengthening our engagement with our stakeholders in the coming months and years as we work together to enhance social protection delivery through stronger coordination structures.

**HON. GIFTY TWUM-AMPOFO**  
**DEPUTY MINISTER GENDER, CHILDREN & SOCIAL PROTECTION**

## MESSAGE FROM THE CHIEF DIRECTOR

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It has been established that investments in social protection have positive impacts on poverty, vulnerability and inequality. It also builds human capital, improves livelihoods and supports economic growth. The Government of Ghana is committed to reducing poverty in the country, as reflected in its international and regional commitments as well as in its national development plans and policies.

Ghana met the Millennium Development Goal 1, halving poverty from 51.7 percent in 1991/92 to 24.2 percent in 2012/13. This is a great achievement, but more needs to be done to reduce the incidence of poverty and address the rising inequality. The groups who continue to live in poverty— namely persons with disabilities, women, children and the elderly— are particularly susceptible to shocks, which can further push them to the margins of society and exclude them from accessing basic services and support to improve their well-being. We will continue our efforts to further reduce the levels of poverty, with the view to meet our national development objectives and our obligations as set out in the Sustainable Development Goals.

I am highly encouraged by the production of the Social Protection Directorate's first annual report, which highlights the efforts across several Ministries, Departments and Agencies to ensure that the poor and marginalized in our society are reached and receive the needed assistance. The report also presents the achievements made in the sector as well as the challenges faced in the management and delivery of programmes and services. Notable achievements have been made in closing the gaps in Ghana's social protection floor, increasing the coverage of programmes and improving the quality of services delivered. The challenges presented are also important for us, as it provides an opportunity for us to reflect on ways to further improve our operations and programmes.

**KWESI ARMO-HIMBSON**  
**CHIEF DIRECTOR – MINISTRY OF GENDER, CHILDREN & SOCIAL PROTECTION**

## MESSAGE FROM THE DIRECTOR OF SOCIAL PROTECTION

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I am pleased to present the maiden annual report for the Social Protection Directorate. The objective of the report is to highlight progress in the social protection sector for the year 2017. Specifically, it sets out our achievements and challenges for the reporting period. We have also drawn on key lessons from the year, and considered the challenges identified, to inform our goals for 2018 and future priorities as we work to strengthen social protection policy and programme implementation.

The report was prepared by the Social Protection Inter-sectorial Technical Committee. Progress reports were received from the implementing institutions towards the preparation of the report. We recognize that some interventions have not been captured but it is our vision that subsequent annual reports will include the full range of social protection interventions in the country.

It is evident from the report that the sector had an eventful year, making good progress in the implementation of the social protection policy and priority areas for the various programmes. The annual report also highlights the inter-sectorial nature of the sector and emphasizes the need to further strengthen coordination and complementarity of services in order to maximize results. As the Directorate responsible for providing leadership for the overall technical and operational coordination of social protection initiatives in the country, we will continue to work with all of our stakeholders to improve policy and programme coherence. This will, in turn, strengthen Ghana's social protection system to better serve our beneficiaries and meet our development goals.

**DR. RITA OWUSU-AMANKWAH**  
**DIRECTOR, SOCIAL PROTECTION DIRECTORATE**

## EXECUTIVE SUMMARY

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Social protection in Ghana is defined as *“a range of actions carried out by the state and other parties in response to vulnerability and poverty, which seek to guarantee relief for those sections of the population who for any reason are not able to provide for themselves”*. The Government of Ghana has remained committed to supporting the poor and vulnerable in society, including those living in extreme poverty.

Social protection has become an indispensable part of government’s responsibility towards its citizens and has become an integral aspect of national development strategies aimed at reducing poverty and vulnerability across the life cycle. The growing relevance of social protection for addressing poverty, vulnerability and inequality in Ghana is reflected in the significant increase in the number of social protection programmes over the years. The various social protection programmes use different mechanisms to deliver benefits to individuals or households such as cash transfer programmes, social insurance, skills development and productive inclusion programmes, and subsidies for certain goods or services. Some examples of these programmes are the Livelihood Empowerment Against Poverty programme (LEAP), National Health Insurance Exemptions, Labour Intensive Public Works (LIPW), School Feeding Programme, and Planting for Food and Jobs.

Since 2013 the Ministry of Gender, Children and Social Protection (MoGCSP) has collaborated with key stakeholders and coordinated the implementation of social protection programmes to address the current levels of poverty and increasing inequality. It is clear from this annual report that the sector is active and its achievements have been notable.

As part of the coordination mandate of the MoGCSP, the Social Protection Directorate led the process to develop the Ministry’s maiden annual report for social protection in Ghana. The report seeks to highlight the achievements, challenges and the way forward for social protection in Ghana. This annual report will serve as a key reference for social protection activities for the year ended 2017. The report is organized around four (4) chapters.

The first chapter focuses on the purpose of the report and the context for social protection in Ghana. It provides the reader with a background on social protection, including the definition of social protection, the global context and an overview of social protection in Ghana. The discussion on the context also includes a narrative on poverty and inequality in Ghana, along with

the policy and legislative context for social protection in the country.

Chapter two (2) highlights the mandate of MoGCSP and the Social Protection Directorate. The objectives and functions of MoGCSP are discussed along with the objectives, achievements and challenges of the Social Protection Directorate. Chapter three (3) focuses on the social protection intervention programmes that were implemented by different Ministries as well as civil society under the co-ordinating and oversight umbrella of the Social Protection Directorate at the Ministry of Gender, Children and Social Protection. It is evident from the information provided that the interventions reached a significant number of beneficiaries during 2017.

Chapter Four (4) discusses the overall assessment of social protection and makes recommendations to address the weaknesses in order to strengthen the social protection system. One of the key priorities for the next year is to complete the development of the sector-wide monitoring and evaluation (M&E) framework to guide the M&E frameworks of individual interventions. Each programme will also be encouraged to develop comprehensive M&E frameworks with baseline indicators and annual targets to facilitate robust monitoring of progress.

## ACKNOWLEDGEMENTS

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The input of the Social Protection Directorate, members of the Social Protection Inter-sectorial Technical Committee, Ministries, Departments and Agencies (MDAs) and the five flagship programmes (LEAP, LIPW, NHIS, GSFP and Education Capitation Grant) as well as other social protection implementers is acknowledged.

The Ministry particularly appreciates the collaboration with the World Bank, Department for International Development (DFID), United Nations Children's Fund (UNICEF), United States Agency for International Development (USAID) and the European Union (EU) in the implementation of social protection in Ghana.

The Ministry anticipates the continued interest and support of all stakeholders as it pursues the vision of an all-inclusive and socially empowered society where people living in situations of extreme poverty, related vulnerability and exclusion are protected to the extent that everybody matters and has the social, economic and political resources to contribute to national development.

## ABBREVIATIONS AND ACRONYMS

<b>AEA</b>	Agricultural Extension Agents
<b>AHME</b>	Africa Health Market for Equity
<b>BCC</b>	Behavioural Change Communication
<b>CAADP</b>	Comprehensive Africa Development Project
<b>CAPEC</b>	Center for the Alleviation of Poverty, the Environment and Child Support
<b>CHRAJ</b>	Commission on Human Rights and Administrative Justice
<b>CLIC</b>	Community LEAP Implementation Committees
<b>CSIR-CRI</b>	Center for Scientific and Industrial Research-Crop Research Institute
<b>CSIR-SARI</b>	Center for Scientific and Industrial Research-Savanna Agricultural Research Institute
<b>CSO</b>	Civil Society Organisation
<b>CSPSP-GH</b>	Civil Society Platform on Social Protection, Ghana
<b>Das</b>	District Assemblies
<b>DASH</b>	Daily Attendance Sheet
<b>DFID</b>	Department for International Development
<b>DLIC</b>	District LEAP Implementation Committees
<b>DSPC</b>	District Social Protection Committee
<b>DSWO</b>	District Social Welfare Officer
<b>EU</b>	European Union
<b>FASDEP II</b>	Food and Agricultural Development Policy II
<b>FAW</b>	Fall Army Worm
<b>FBOs</b>	Faith Based Organizations
<b>FCUBE</b>	Free Compulsory Universal Basic Education
<b>GES</b>	Ghana Education Service
<b>GhiPSS</b>	Ghana Inter-Bank Payment and Settlement System
<b>GLDB</b>	Grains and Legumes Development Board
<b>GNHR</b>	Ghana National Household Registry
<b>GoG</b>	Government of Ghana
<b>GPS</b>	Ghana Police Service

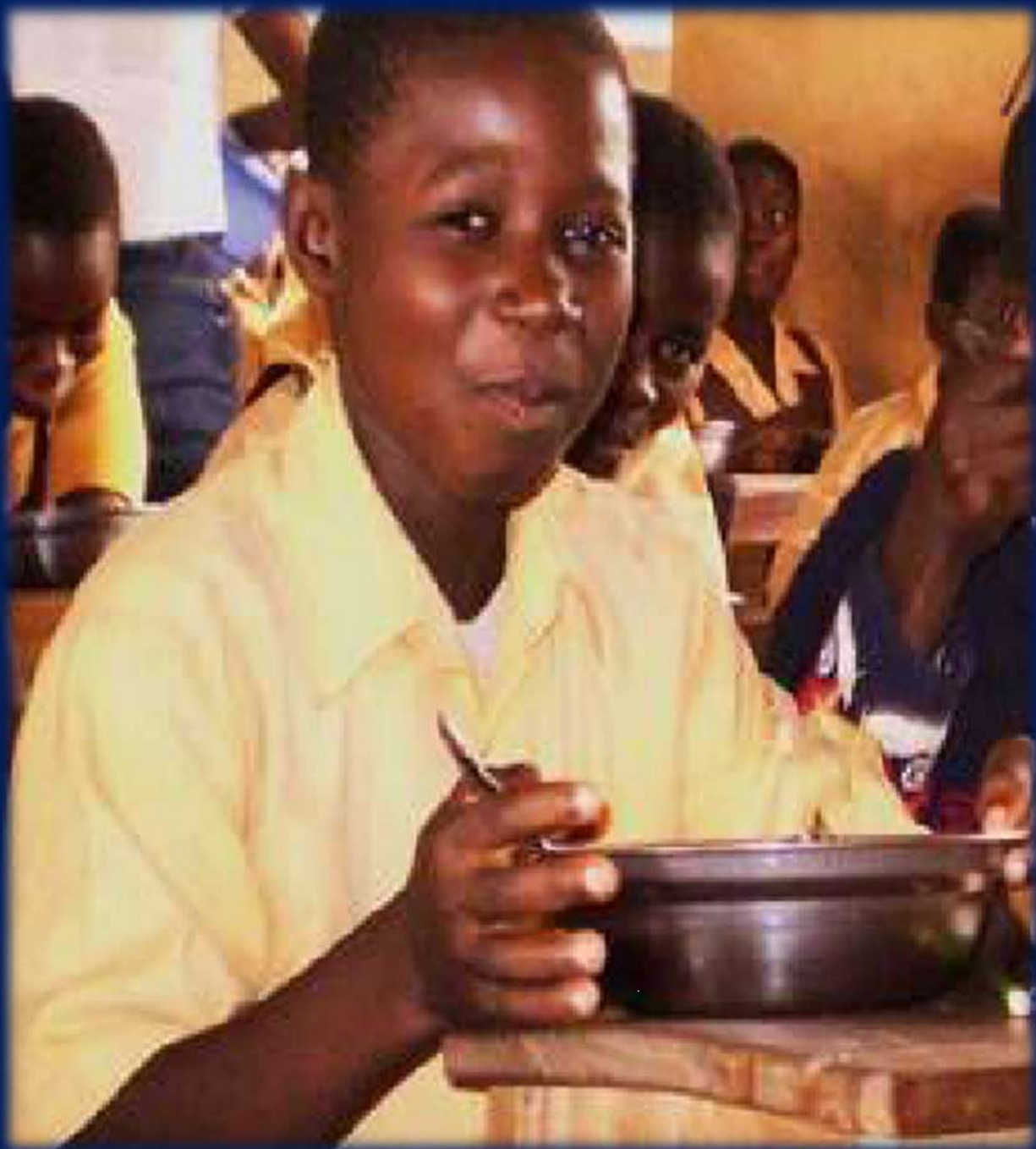
<b>GSFP</b>	Ghana School Feeding Programme
<b>GSOP</b>	Ghana Social Opportunities Project
<b>HHs</b>	Households
<b>IEC</b>	Information, Education and Communication
<b>IFC</b>	International Financial Cooperation
<b>IMC</b>	Independent Monitoring Checks
<b>IPC</b>	Inter Process Communication
<b>JSDF</b>	Japan Social Development Fund
<b>KG</b>	Kindergarten
<b>LEAP</b>	Livelihood Empowerment Against Poverty
<b>LIPW</b>	Labour Intensive Public Works
<b>LMS</b>	LEAP Management Secretariat
<b>M&amp;E</b>	Monitoring and Evaluation
<b>MDAs</b>	Ministries, Departments and Agencies
<b>MDG</b>	Millennium Development Goals
<b>METASIP</b>	Ghana's Medium Term Agriculture Sector Investment Plan
<b>MIS</b>	Management Information System
<b>MLGRD</b>	Ministry of Local Government and Rural Development
<b>MMDAs</b>	Metropolitan, Municipal and District Assemblies
<b>MMDCEs</b>	Metropolitan, Municipal and District Chief Executives
<b>MoF</b>	Ministry of Finance
<b>MoFA</b>	Ministry of Food and Agriculture
<b>MoGCSP</b>	Ministry of Gender, Children and Social Protection
<b>MOU</b>	Memorandum of Understanding
<b>MOWAC</b>	Ministry of Women and Children's Affairs
<b>MT</b>	Metric Tons
<b>NDPC</b>	National Development Planning Commission
<b>NHIA</b>	National Health Insurance Authority
<b>NHIF</b>	National Health Insurance Fund
<b>NHIS</b>	National Health Insurance Scheme



<b>NSPP</b>	National Social Protection Policy
<b>NSPS</b>	National Social Protection Strategy
<b>OFSP</b>	Orange Flesh Sweet Potato
<b>PLWHIVAs</b>	People Living with HIV/AIDS
<b>PSP</b>	Payment Service Provider
<b>PWD</b>	Persons with Disability
<b>PWID</b>	Person with Intellectual Disability
<b>RCCs</b>	Regional Coordinating Councils
<b>RSWO</b>	Regional Social Welfare Officer
<b>SADA</b>	Savannah Accelerated Development Authority
<b>SDG</b>	Sustainable Development Goals
<b>SMC</b>	School Management Committee
<b>SPD</b>	Social Protection Directorate
<b>SPIP</b>	School Performance Improved Plan
<b>SPiSTC</b>	Social Protection Inter-Sectorial Technical Committee
<b>SSNIT</b>	Social Security and National Insurance Trust
<b>SWG</b>	Sector Working Group
<b>UN</b>	United Nations
<b>UNDP</b>	United Nations Development Programme
<b>UNFPA</b>	United Nations Populations Fund
<b>UNICEF</b>	United Nations Children's Education Fund
<b>USAID</b>	United States Agency for International Development
<b>WFP</b>	World Food Programme
<b>WIAD</b>	Women in Agricultural Development
<b>YEA</b>	Youth Employment Agency

# CHAPTER 1

## PURPOSE & CONTEXT FOR SOCIAL PROTECTION IN GHANA



## CHAPTER 1: PURPOSE & CONTEXT FOR SOCIAL PROTECTION IN GHANA

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### 1.1. Background on Social Protection

Social protection is concerned with consumption smoothing, protection from risk and reducing poverty and vulnerability.<sup>1</sup> It is commonly understood as “all public and private initiatives that provide income or consumption transfers to the poor, protect the vulnerable against livelihood risks and enhance the social status and rights of the marginalised with the overall objective of reducing the economic and social vulnerability of poor, vulnerable and marginalised groups.”<sup>2</sup> The definition in Ghana’s National Social Protection Policy is in line with this understanding. Social protection in Ghana is defined as *“a range of actions carried out by the state and other parties in response to vulnerability and poverty, which seek to guarantee relief for those sections of the population who for any reason are not able to provide for themselves”*.

Globally, social protection interventions have gained recognition for their important role in efforts to achieve sustainable development, promote social justice and advance human rights—particularly as they relate to the attainment of social and economic security. Social protection considerations have therefore become an integral aspect of national development strategies aimed at reducing poverty and vulnerability across the life cycle.<sup>3</sup> Social protection initiatives also support the inclusive growth agenda as they contribute to the promotion of employment and foster labour productivity and investments in human capital and capabilities.<sup>4</sup>

World leaders adopted the 2030 Agenda for Sustainable Development in 2015. The new Agenda includes 17 Sustainable Development Goals (SDGs) which emphasize an approach to achieving sustainable development for all by ensuring that no one is left behind. Adopting nationally appropriate social protection systems and measures for all (target 1.3) is one of the targets against which SDG 1 – end poverty in all its forms everywhere—will be measured. Social protection systems also play a role in contributing to several other SDGs, including eliminating hunger by promoting food security and access to improved nutrition (SDG 2), ensuring healthy lives and promoting well-being for all (SDG 3); facilitating access to quality education (SDG 4), and clean water and sanitation (SDG 6). The positive impacts of social protection have been well documented in multiple countries,

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<sup>1</sup> Mathers, N and Slater, R (May 2014). *Social Protection and growth: Research Synthesis*.

<sup>2</sup> Devereux, S and Sabates-Wheeler, R (2004). *Transformative social protection*

<sup>3</sup> International Labour Organization (2017). *World Social Protection Report, 2017-19*.

<sup>4</sup> Mathers, N and Slater, R (May 2014). *Social Protection and growth: Research Synthesis*.

including Ghana.<sup>5</sup> There are well-known impacts on human capital improvements. Evidence also exists of the long-term impacts of healthier and better educated people on productivity and growth.<sup>6</sup>

Social protection instruments fall into three categories<sup>7</sup>:

- ▶ **Social assistance programmes**- non-contributory interventions designed to help individuals and households cope with poverty and vulnerability. They target the poor and vulnerable population groups based on needs and vulnerabilities. This includes cash transfers, school feeding programmes, public works and fee waivers. It is usually funded out of general taxation or other (non-contributory) sources.
- ▶ **Social insurance programmes**- contributory interventions that are designed to help individuals manage sudden changes in income because of old age, sickness, disability or natural disaster. Individuals pay insurance premiums to be eligible for coverage or contribute a percentage of their earnings to a mandatory insurance scheme. This includes health insurance coverage.
- ▶ **Labour market programmes**- contributory or non-contributory programmes that are designed to help protect individuals against loss of income from unemployment or help individuals acquire skills and connect them to labour markets.

The full range of social protection interventions can be categorised under protective, preventive, promotive and transformative measures.<sup>8</sup>

- ▶ **Protective**: Social assistance for the poor such as disability benefits and old age pensions
- ▶ **Preventative**: Measures to avert poverty such as food-for-work schemes, school feeding programmes and measures to safeguard health
- ▶ **Promotive**- Income enhancement through activities including life skills, vocational and agricultural training for youth, as well as increasing access to credit through microcredit opportunities.
- ▶ **Transformative**: Addressing social inequity and exclusion through awareness campaigns, stigma reduction campaigns, psychosocial support and therapy, and policies and laws to protect orphans and vulnerable children (OVC)

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<sup>5</sup> International Labour Organization (2017). *World Social Protection Report, 2017-19*.

<sup>6</sup> Mathers, N and Slater, R (May 2014). *Social Protection and growth: Research Synthesis*.

<sup>7</sup> Please see: <http://pubdocs.worldbank.org/en/340871485449612510/ASPIRE-program-classification.pdf> and <https://gsdrc.org/topic-guides/social-protection/types-of-social-protection/>

<sup>8</sup> Devereux, S and Sabates-Wheeler, R (2004). *Transformative social protection*

## 1.2. Social Protection in Ghana: A Brief Overview

Ghana has a long history of social protection, which has evolved over the years as new approaches have been embraced with a changing socio-economic context. Prior to 2007, social protection in Ghana took the form of traditional family and community arrangements, interventions by faith and welfare-based organizations and emergency relief from government agencies. The early 1990s brought responses to the structural adjustment of the economy, undertaken in the late 1980s, in the form of the Programme of Actions to Mitigate the Social Costs of Adjustment.<sup>9</sup> This was followed by the poverty reduction strategies— namely the Ghana Poverty Reduction Strategy (GPRS) I and II— which took into account interventions with social protection inclinations.

A Poverty and Social Impact Assessment, undertaken in 2014 as part of the review of the GPRS I, showed that the ongoing interventions and policies did not have adequate impact on the lives of the poor.<sup>10</sup> It became evident that responding to the needs of the poor and vulnerable required a coordinated and holistic approach. Subsequently, efforts were made by the State and its partners to strengthen coordination and improve institutional arrangements to improve the sector's effectiveness and efficiency. The Government of Ghana (GoG) developed the National Social Protection Strategy (NSPS) in 2007 and it was revised in 2012.

The NSPS aims to consolidate the wide range of national programmes into a framework that tackles extreme poverty and vulnerability as well as promoting employment and productivity. Areas proposed for strategic intervention include: cash transfer programmes, energy and utility subsidies, child rights protection, survival and development, labour intensive public works and skills training, pensions and contributory social insurance schemes. It also includes social welfare services such as community-based rehabilitation programmes, child rights protection and justice administration, public health programmes (prioritising voluntary counselling and testing, reduction in HIV/AIDs related morbidity and mortality), personal safety and security which accommodate domestic violence, human trafficking and community policing. The national cash transfer programme, Livelihood Empowerment Against Poverty (LEAP), featured prominently in the strategy to support basic human needs and provide a spring board out of poverty.<sup>11</sup> The NSPS focused on investing in the extreme poor to realize their fundamental rights and develop their potential to contribute to national development. However, the strategy was not rooted in a policy framework.

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<sup>9</sup> Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

<sup>10</sup> Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

<sup>11</sup> Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

In 2013, the GoG created the Ministry of Gender, Children and Social Protection (MoGCSP) to coordinate activities in the sector. In the same year, a key study on social protection was completed—Rationalizing Social Protection Expenditure in Ghana (Rationalization study). The study reviewed approximately 40 public sector initiatives with social protection intentions. The findings and recommendations from this study, along with the NSPS and the 2015 World Bank’s Social Protection Assessment and Public Expenditure review, were important in informing the framework for a coherent social protection system unique to the country.

The rationalization study included an analysis of the effectiveness and shortcomings for key social protection programmes. It noted that there is a need for a social budget as a planning instrument to support the implementation of interventions.<sup>12</sup> It also provided recommendations for strengthening the monitoring and evaluation and financial sustainability of the programmes reviewed. The study highlighted that Ghana’s social protection interventions were poorly coordinated and highly fragmented. For example, a number of programmes lacked a systematic, computerised registry of beneficiaries; this means that the government and its stakeholders do not have access to comprehensive data on the coverage of interventions. Other key findings included:

- ▶ Inconsistent understanding of social protection/targeting of the poor and extreme poor among programmes leading to duplication of effort in some cases and inclusion/exclusion errors
- ▶ Poor and/or non-existent monitoring and evaluation frameworks to track performance and impact of interventions in the sector
- ▶ Limited complementarity and coherence amongst programmes, which reduces potential impact of interventions on target populations.
- ▶ Absence of a well-defined institutional framework to have oversight of the sector which further exacerbates coordination challenges
- ▶ Poor and/or non-existent accountability mechanisms to hold implementing bodies to account for the delivery of services
- ▶ Low coverage gaps which limit the reach and breadth of interventions needed to adequately support the intended target groups
- ▶ Inadequate legal framework for social protection

The Rationalization Study therefore offered recommendations to overcome the above constraints—key recommendations were as follow:

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<sup>12</sup> ILO (2014). *Rationalizing Social Protection Expenditure in Ghana*. Geneva: ILO.



- ▶ Establish a clearly defined governance and institutional framework;
- ▶ Develop a unified targeting mechanism to identify poor households;
- ▶ Establish a harmonised national-level social protection monitoring and evaluation framework
- ▶ Close coverage gaps and define a national social protection floor

The Rationalization Study, along with the diagnostic processes for the formulation of the Ghana Shared Growth and Development Agenda (GSGDA II),<sup>13</sup> also recommended the development of a National Social Protection Policy to facilitate coordination and strengthen capacity at all levels of programme and policy implementation. Further impetus to develop a policy was provided in June 2014 when Cabinet approved a memo for the MoGCSP to lead and coordinate the country's social protection efforts including to lead the development of a National Social Protection Policy.

The approval of the Cabinet Memo on Social Protection also led to the development of the Ghana National Household Registry (GNHR). The GNHR is a single registry of households that is intended to be used for targeting beneficiaries by social protection programmes. It is hosted and managed within MoGCSP. Once completed, the registry will be an invaluable resource as it will reduce duplication of registries by various programmes while driving more effectiveness and efficiency amongst social protection programmes in the country.

### **1.3. Poverty and inequality in Ghana**

Ghana has experienced considerable economic growth accompanied by a reduction in poverty.<sup>14</sup> Poverty has reduced from 51.7 per cent in 1991/92 to 24.2 per cent in 2012/13. The incidence of extreme poverty has also reduced drastically- from 16.5 per cent in 1991/92 to 8.4 per cent in 2012/13.<sup>15</sup>

There are regional and geographical dimensions to poverty. For example, the three northern regions — Upper West, Upper East and Northern regions – have the highest poverty rates. The Northern region has the highest concentration of the poor with 1.3 million people living below the poverty line.<sup>16</sup> Households in urban areas have a lower average rate of poverty than those in rural areas (10.6 per cent as compared to 37.9 per cent).<sup>17</sup> Factors that contribute to rural poverty include low productivity and a lack of diversification in both farming and non-farming activities.<sup>18</sup>

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<sup>13</sup> Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

<sup>14</sup> Cooke, E., Hague, S., and McKay, A. (2016). *The Ghana Poverty and Inequality Report: Using the 6<sup>th</sup> Ghana Living Standards Survey*.

<sup>15</sup> Ghana Statistical Service (2014). *Ghana Living Standards Survey 6*. Accra: GSS

<sup>16</sup> Cooke, E., Hague, S., and McKay, A. (2016). *The Ghana Poverty and Inequality Report: Using the 6<sup>th</sup> Ghana Living Standards Survey*.

<sup>17</sup> Cooke, E et al

<sup>18</sup> Also see de-Graft Aikins, A., Aryeetey, E.B., Domfe, G., Armah, R., & Koram, M (2016). *A Political Economy of Social Protection Policy*

Despite meeting Millennium Development Goal 1 of halving poverty by 2015, inequality in Ghana remains a concern and poverty continues to be prevalent in many areas. The Gini coefficient, a measure of the extent of inequality in income distribution, has risen from 0.37 to 0.41 between 1992 and 2013. This means that sections of the population are not benefiting from the country's growth.<sup>19</sup> The increasing inequality, combined with poverty, risks straining social cohesion.

There are various population groups who face vulnerabilities in Ghana - children, women, persons with disabilities and older persons are more vulnerable to shocks and risks which push them further into poverty and deprivation. Women in Ghana provide the bulk of unpaid care work especially child care and caring for family members, which limits women's opportunities and labour productivity. Violence against women and girls is also concern. The 2016 Domestic Violence in Ghana survey notes that nearly three in every ten women (28 percent) in Ghana experienced domestic violence in the 12 months prior to the study. The most common forms include partner violence, sexual violence and emotional/psychological violence.<sup>20</sup> Other forms of violence experienced by women and girls include human trafficking and harmful practices such as child marriage and female genital mutilation. These acts of violence impoverish women, girls and their families, undermine human capital, lower economic productivity and fundamentally undermine women and girls' potential.<sup>21</sup> Children are also vulnerable to violence, exploitation, abuse and neglect. Persons with disabilities face barriers including poverty, limited opportunities for accessing education, health, and employment opportunities.

Given what has been outlined above, there is a need to protect the poor, to reduce inequality and to further reduce Ghana's incidence of poverty and promote inclusive development. Persisting economic and social inequalities strengthen the case for social protection interventions to support the poor and vulnerable, as a vehicle for economic and social development.

#### **1.4. Legislative and Policy Context**

The Government of Ghana (GoG) has put in place policies and strategies that demonstrate its commitment to protecting the poor and vulnerable. The GoG is signatory to several international and regional instruments which advocate for social protection. These include the Universal Declaration of Human Rights, the SDGs, and the African Union (AU) Social Policy Framework.

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*Uptake in Ghana.* Partnership for African Social and Governance Research Working Paper No. 008, Nairobi, Kenya.

<sup>19</sup> Cooke, E et al

<sup>20</sup> UN VAWG information portal: <http://www.endvawnow.org>

<sup>21</sup> Actionaid (2010), *Destined to Fail? How Violence against Women is Undoing Development.*



The commitments made in these, and other international and regional instruments, are largely reflected in key national policies, legislation and planning documents.

The 1992 Constitution of the Republic of Ghana provides for the rights of all people, including the poor and vulnerable, to access social services. Article 36 of the Constitution stipulates “the State shall take all necessary action to provide adequate means of livelihood and suitable employment and public assistance to the needy”.<sup>22</sup> There are other legal and policy instruments which reflect the Government’s commitment to protecting the vulnerable in society. Examples include the following:

- ▶ The Children's Act (Act 560), 1998
- ▶ Labour Act, 2003 (Act 651)
- ▶ Persons with Disability Act, 2006 (Act 715)
- ▶ Domestic Violence Act, 2007 (Act 732)
- ▶ The National Pensions Act, 2008 (Act 766) and Amendment Act 883
- ▶ National Health Insurance Act, 2003 (Act 650) and the amended Act 850 (2012)
- ▶ The Human Trafficking Act, 2005 (Act 694)
- ▶ The Ghana Legal Aid Scheme Act, 1997 (Act 542)
- ▶ The Mental Health Act, 2012 (Act 846)

The Ghana Shared Growth and Development Agenda II (GSGDA, 2014-2017), a key national planning document, underscores the need for coordination in the social protection sector. Specifically, it identifies “enhanced institutional arrangements for sectorial collaboration, implementation and management of social protection interventions” as a priority intervention for human development, productivity and employment. The country’s Coordinated Programme for Economic and Social Development Policies (2017-2024) further recognizes social protection as a tool toward reducing poverty, vulnerability, inequality and enhancing shared growth and prosperity. Specifically, the Coordinated programme recognizes ‘that special provisions must be made to give all a fair chance of enjoying the benefits of a free and prosperous society, particular emphasis is also placed on strengthening social protection, especially for children, women, persons with disability and the elderly’.

The medium term national development policy framework for 2018-2021, “Agenda for Jobs: Creating Prosperity and Equal Opportunity for All”, is the implementation framework for the President’s Coordinated Programme for Economic and Social Development Policies. As such, a key medium term goal under this framework is to ‘strengthen social protection especially for key

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<sup>22</sup> Constitution of the Republic of Ghana

vulnerable groups'. Additionally, efforts are being made on drafting a Social Protection Bill which will support the implementation of the National Social Protection Policy that was adopted in 2015.

## 1.5. National Social Protection Policy

### 1.5.1. Overview and Vision

The NSPP provides a “framework for delivering social protection coherently, effectively and efficiently in a way that is holistic”<sup>23</sup> and takes into account vulnerabilities across the lifecycle. It seeks to protect the poorest, promote productivity and put in place a system of accessible and quality social services. It also aims to promote the wellbeing of Ghanaians through a package of social assistance and financial access to social services, productive inclusion and social employment, and social insurance. The NSPP is the overarching framework for ensuring that social protection makes an impact on the lives of beneficiaries by preventing, promoting and transforming the circumstances of individuals’ lives and those of families and communities.

The Policy further attempts to close the gap in Ghana’s social protection coverage by establishing a social protection floor. Ghana’s social protection floor consists of: (i) Access to basic essential health care for all; (ii) Minimum income security to access the basic needs of life for children; (iii) Minimum income security for people of working age; and (iv) Minimum income security for older persons.

The **strategic vision** of the NSPP is “an all-inclusive and socially empowered society through the provision of sustainable mechanisms for the social protection of persons living in situations of extreme poverty and related vulnerability and exclusion”.<sup>23</sup> It adopts the principle that every Ghanaian matters and is capable of contributing to national development.

In an effort to **operationalize a robust social protection system**, the NSPP seeks to:

- ▶ Promote enhanced coherence and complementarity of social protection programming in the public sector as well as with non-state constituencies
- ▶ Build clearer linkages between social assistance and productive, social and financial inclusion
- ▶ Protect and promote the socio-economic well-being of poor and vulnerable Ghanaians
- ▶ through improved targeting of beneficiaries
- ▶ Assure adequate and reliable funding to sustain social protection delivery
- ▶ Engender wide public support and ownership of social protection in line with Ghana’s socio-economic development
- ▶ Promote effective, transparent and accountable processes to ensure that resources are used

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<sup>23</sup> Government of Ghana (December 2015). *Ghana National Social Protection Policy*.

efficiently and effectively

- ▶ Ensure effective review and application of lessons learnt through efficient mobilization and dissemination of reliable and disaggregated information

### 1.5.2. Vulnerability Groups

The vulnerability categories identified in the Policy are the chronically poor, the economically at risk and the socially vulnerable. The chronically poor include the severely disabled, terminally ill, rural and urban unemployed and subsistence smallholders. The economically at risk group refer to food crop farmers, persons on the street, refugees and internally displaced persons, orphans, informal sector workers, widows, older persons and migrants. Those who are socially vulnerable comprise of people living with HIV/AIDS, tuberculosis sufferers, victims of domestic violence, homeless persons, internally displaced persons and female headed households.

### 1.5.3. Policy Goals

- ▶ It **aims** to deliver a well-coordinated, inter-sectoral social protection system enabling people to live in dignity through income support, livelihoods empowerment and improved access to systems of basic services.
- ▶ It **seeks** to promote the well-being of Ghanaians through an integrated platform of effective social assistance, social and productive inclusion, social insurance and financial access to social services.
- ▶ It **aspires** to mitigate and reduce vulnerabilities for all, close the inequality gap and ensure total inclusion for all Ghanaians.

### 1.5.4. Policy Objectives

It is envisaged that, by 2031, through social protection provision:

- ▶ poverty will reduce by half through increased and improved effective and efficient social assistance for poor and vulnerable Ghanaians
- ▶ employment opportunities will be considerably enhanced through the promotion of productive inclusion and decent work to sustain families and communities
- ▶ social security and social insurance will be increased and improved for all Ghanaians

The Policy has been phased into short (Years 1-3), medium (Years 4-7) and long-term (Years 8-15) objectives. This annual report is concerned with the short-term objectives as we are in the first three years of policy implementation. The short-term objectives focus on achieving results and transforming lives at the household level of the 8.4% extremely poor Ghanaian households (estimated at 2.4 million people). Key measures include: (1) deliver a social protection basket of

key interventions which will involve upscaling, strengthening and integrating services to extreme poor households and communities, and (2) close the gaps in the social protection floor (SPF).

The NSPP has identified a social protection basket of flagship programmes. It consists of five (5) flagship programmes with the potential for high impacts. These programmes are:

- ▶ cash transfers for orphans and vulnerable children, pregnant women, persons with disabilities, and the elderly through the **Livelihood Empowerment against Poverty (LEAP)** programme
- ▶ full achievement and application of **National Health Insurance (NHI) Exemptions**
- ▶ scaling-up and integration of the **Labour-Intensive Public Works (LIPW)** programme as a key social employment strategy
- ▶ application of the **Education Capitation Grant for Basic Schools** to promote access to education
- ▶ review and delivery of the **School Feeding Programme (SFP)** to achieve educational participation, improved nutrition, employment creation and enhanced social cohesion

#### 1.5.5. Oversight and Co-ordination of Policy Implementation

The following is underpinned in the NSPP to strengthen coordination in the sector:

- ▶ The Ghana National Household Register (GNHR) will be the primary mechanism for the selection of beneficiary households for pro-poor social protection interventions while a common national database will be used to promote informed decision-making on vulnerability status and beneficiary selection as well as integrate the key social protection initiatives.
- ▶ Innovative financing strategies and interventions by social partners from the private sector, other non-state actors and development partners will be encouraged while complementary funding resources will be managed through a Social Protection Trust.
- ▶ In order to ensure effective monitoring and evaluation of policy delivery and track developments in social protection holistically, the policy also makes provision for a fully functioning monitoring and evaluation system to be established that will identify key results indicators and undertake regular data collection, management and reporting. An overarching framework will operate and track inter-sectoral and inter-programme performance in social protection according to the objectives, strategies and interventions of the policy in a time-efficient manner.

## 1.6. Purpose of the annual report

As part of the coordination mandate of the MoGCSP, the Social Protection Directorate led the process to develop the Ministry's maiden annual report for social protection in Ghana. The report seeks to highlight the achievements, challenges and the way forward for social protection in Ghana. This annual report will serve as a key reference for social protection activities for the year ended 2017.

# **CHAPTER 2**

**MANDATE OF THE MINISTRY OF GENDER,  
CHILDREN AND SOCIAL PROTECTION  
AND  
THE SOCIAL PROTECTION DIRECTORATE**



**REPUBLIC OF GHANA**

**MINISTRY OF GENDER,  
CHILDREN AND SOCIAL  
PROTECTION**

## CHAPTER 2: MANDATE OF THE MINISTRY OF GENDER, CHILDREN AND SOCIAL PROTECTION AND THE SOCIAL PROTECTION DIRECTORATE

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### 2.1. Ministry of Gender, Children and Social Protection: Objectives and Functions

#### 2.1.1. Objectives

The Ministry of Gender, Children and Social Protection was established by an Executive Instrument in January 2013 as a successor to the Ministry of Women and Children's Affairs. The Ministry is primarily responsible for policy formulation, coordination and monitoring/evaluation of Gender, Children and Social Protection issues within the context of the national development agenda. The achievement of gender equality, the empowerment of women and girls, and the development of children are therefore key preoccupations of the Ministry. Additionally, a key priority for MoGCSP is harmonizing social protection interventions to better support vulnerable and excluded populations in an effort to improve their livelihoods.

MoGCSP's **objectives** are as follow:

- ▶ Promote gender mainstreaming and gender responsive budgeting in MDAs and MMDAs through capacity building
- ▶ Improve the socio-economic status of the vulnerable and the excluded through targeted interventions
- ▶ Protect and promote the development and the rights of children, the vulnerable and the excluded through awareness creation and effective implementation of National and International Policy frameworks and legislations
- ▶ Integrate and coordinate the rights of the vulnerable and the excluded into national development through social protection programmes

#### 2.1.2. Functions

The following **core functions** support the objectives of the Ministry:

- ▶ Formulate gender, child development and social protection policies
- ▶ Co-ordinate gender, child and social protection related programmes and activities at all levels of development
- ▶ Develop guidelines and advocacy strategies for use by all MDAs ensure effective gender and social protection mainstreaming
- ▶ Facilitate the integration of gender, children and social protection policy issues into the National Development Agenda
- ▶ Ensure compliance with international protocols, conventions and treaties in relation to



children, gender and social protection

- ▶ Conduct research into gender, children and social protection issues
- ▶ Monitor and evaluate programmes and projects on gender, children, the vulnerable, excluded and persons with disabilities
- ▶ Ensure the availability of appropriate administrative and financial management systems and support services for the effective and efficient running of the Ministry/Sector for enhanced service delivery
- ▶ Coordinate the development and implementation of human resource management policies, systems and programs consistent with the requirements of the sector to enhance service delivery
- ▶ Writes proposal for sourcing of funds from development partners
- ▶ Scrutinizes documentation on all projects under implementation to ensure they comply with official guidelines
- ▶ Collects data on all development related programmes in the Ministry
- ▶ Coordinates the work of contractors and write monthly, quarterly and annual reports

## **2.2. Social Protection Directorate: Objectives, Achievements and Challenges**

### **2.2.1. Objectives**

The Social Protection Directorate (SPD) is one of six (6)<sup>24</sup> directorates at MoGCSP. It is responsible for the harmonization of social protection interventions in the country. The SPD coordinates social protection policies and programmes of sector Ministries and Agencies. It also leads on the development and review of legislative framework and oversees the implementation of a range of social protection legislations across various Ministries and Agencies.

The SPD is mandated to execute the following functions:

- ▶ Ensure a shared understanding among stakeholders of the Ministry's strategic oversight and monitoring roles in the coordination of social protection activities and programmes
- ▶ Develop a National Social Protection Policy to guide the implementation of Social Protection in Ghana and to develop a Social Protection Bill
- ▶ Establish and operationalize institutional structures at various levels to coordinate effectively all social protection interventions in the country
- ▶ Establish and operationalize Ghana National Household Registry to improve targeting and

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<sup>24</sup> The remaining five directorates are: Administration Directorate; Finance Directorate; Human Resource Management and Development; Policy, Planning, Budgeting, Monitoring and Evaluation; and Research, Statistics and Information Management.



coordination of social protection programmes

- Collaborate with the Ministry of Finance to ensure sustainable financing of social protection in Ghana

### 2.2.2. Achievements during 2017

#### ► Social Protection Inter-Sectorial Technical Committee (SPiSTC)

The Social Protection Directorate, with its coordination mandate, re-inaugurated and strengthened the Social Protection inter-Sectorial Technical Committee (SPiSTC) to provide technical guidance in the delivery of all social protection interventions in Ghana. The SPiSTC was re-inaugurated because it had been dormant since 2015. As part of the inauguration of the committee, four (4) sub-committees were also established to facilitate activities related to their respective thematic focus. These sub-committees are: the Social Protection Bill, Productive Inclusion, Monitoring and Evaluation, and Gender, Disability and Ageing.

#### ► Single Window Citizens Service (Helpline of Hope)

As part of efforts to increase coordination among social protection programmes, the Single Window Citizens Service was initiated by Honourable Otiko Afisah Djaba and established under MoGCSP. It was launched in December 2017 by Her Lordship Sophia Akuffo, Chief Justice of Ghana. The single window citizens service is based on the grievance redress approach which increases social protection programme accountability as well as citizens' trust and involvement in social protection processes. The design of this case management system allows beneficiaries receiving social protection assistance to formally lodge complaints or provide feedback to the implementers of social protection interventions. In addition to this, citizens who are victims of (or who have witnessed cases of) human trafficking, child abuse and neglect, domestic violence, early or forced marriage, mental health challenges, disability issues, financial and legal issues can also access this service to make queries and seek support.

A key operational function of the single window citizens service is the Helpline of Hope Call Centre, which was launched in 2017. The Helpline, which can be accessed via two toll free numbers (0800 800 800/ 0800 900 900) and SMS (on the short code 8020), provides services in five languages. It is operational for 12 hours during the week and reduced hours during the weekends. Citizens can call the helpline from any phone network to lodge their complaints or to make queries to dedicated and trained call agents. Call Agents log complaints and questions into the unified case management system and refer callers to services that can assist in finding resolutions as quickly as possible. Each individual case is followed up by call agents to ensure that cases are resolved if possible and/or that customers receive responses to their queries in a timely

manner. The Call Centre is designed to work in collaboration with both government and non-government partners. These partners include Social Development Officers, the Legal Aid Scheme, Anti-Human Trafficking Unit of the Ghana Police Service and Non-Governmental Organisations, all of who assist in seeking resolutions for citizens' complaints, making and accepting referrals, and providing responses to queries.

A key benefit of the Call Centre is that its staff and resource persons are able to provide information about social protection services; this includes information about available complementary services for beneficiaries. The collaboration with Social Development Officers and other actors at the local government level is therefore critical in this regard. It is envisioned that the call centers will also collaborate with the Labour Department to share information with regards to child labour/protection and indecent work to enable Ministry of Employment and Labour Relations to take appropriate actions as/when cases/concerns are reported. The collaboration with the Labour Department will help to enforce decent work standards for the poor and vulnerable as well as promote child protection. The introduction of the call centre has proven to be invaluable in strengthening the effective delivery of social protection and improving the accountability framework for the sector as it has provided a channel for redress and information for citizens.

### ► **Monitoring and Evaluation**

Monitoring and evaluation (M&E) of programmes and services is a critical part of programme management. For the social protection sector, the importance of a comprehensive and coordinated monitoring and evaluation framework to track performance and impacts is critical. The Social Protection Directorate therefore coordinated the development of a national level social protection monitoring and evaluation framework for the sector, working with all stakeholders to ensure synergies with the various interventions. It was important for the SPD to work with the various implementing MDAs to ensure that the national-level M&E framework is harmonized with the programme level M&E frameworks by ensuring that there is a common set of definitions and indicators given that the national level M&E framework will guide the development of programme-level M&E frameworks. It is also understood that the M&E systems at the individual programme level shall feed into the system level national M&E framework to facilitate tracking of implementation and information concerning the programmes.

An overarching sectoral M&E is in its final stage of development. The framework, which outlines key performance indicators will track the implementation of the various social protection interventions. Policy decisions, financial allocations and commitments as well as programme modifications will be based on statistical evidence gathered through the robust monitoring and evaluation system.

### ► National Social Protection Dialogue

The MoGCSP, through the SPD, institutionalized the Social Protection Dialogue Series in October 2016. The dialogue series is a periodic forum to engage relevant stakeholders to discuss emerging and pertinent issues on social protection in order to enhance coordination and delivery of social protection. In the year under review, one social protection dialogue was held in March 2017. The discussion focused on “promoting productive inclusion for sustainable economic growth – completing cash transfers with additional services”. This theme was chosen because there is a growing recognition that the provision of cash transfers alone may not be sufficient to ensure a sustained exit from poverty. Countries like the Brazil, Bangladesh and Mexico have therefore taken steps to redesign their cash transfer programmes to place broader emphasis on productive and financial inclusion. Productive inclusion, according to the Ghana National Social Protection Policy, “involves opportunities for the poor and vulnerable to pursue sustainable livelihoods and increase their chances of moving out of social assistance”.

The purpose of the dialogue was three-fold: (1) To inform, contribute to and influence ongoing discussions on how to improve the productive inclusion for the poorest who are the typical clients of social protection interventions and to pre-empt possible problems that may arise in implementation; (2) To highlight key benefits and the mode of linking development interventions with income support programs for a productive inclusive society; (3) To foster discussions and collaborate among the various stakeholders in Ghana on how to build these important linkages. The dialogue held therefore sought to discuss and solicit technical opinions of stakeholders on how best to develop robust productive inclusion interventions to further reduce poverty and empower the poor to contribute to Ghana’s economic development.

Due to the multi-sectoral nature of social protection and productive inclusion initiatives, a range of stakeholders participated in the dialogue. Participants present included representatives from various Government agencies implementing various social protection programmes, MDAs, National Development Planning Commission, Local Government Service Secretariat, CSOs, Research Institutions, Academia, Ministers of States, Parliamentarians, Faith-based Organizations, Traditional authorities, developmental partners and MMDAs. Participants discussed and shared their perspective on how some productive inclusion and complementary services have been implemented in Ghana, and how effective collaboration can help build important linkages for effective delivery of services. Dr. Keetie Roelen from the Institute of Development Studies (IDS, UK) made a presentation on “cash plus”, whereby she defined “cash

plus” as a strategy that combines the provision of cash with other forms of support in order to accelerate poverty reduction and improve livelihoods.

► **Ghana National Household Registry**

The Ghana National Household Registry (GNHR) unit was established at MoGCSP in 2015. Its purpose is to deliver a Standardized Targeting Mechanism for Ghana which will be used to identify beneficiaries of social protection interventions to ensure efficiency and effective coordination in the implementation of social protection programmes across MDAs. This is to be achieved by collecting data on households to enable their selection into a range of targeted programmes through an objective and transparent process. It is anticipated that the GNHR will also generate useful information for planning and development. In addition to data collection, other core activities of the GNHR unit include data sharing and reporting. Its objectives include: (i) Establish a Single National Household Registry; (ii) Facilitate the linkage of the Registry to social protection programmes and (iii) Be a resource for policy analysts/researchers.

For the reporting period, approximately 135,000 households were enumerated in the Upper West Region and 190,000 households are expected to be enumerated in the Upper East Region. A dissemination workshop was held in the Upper West Region to discuss the data collected with relevant stakeholders. It is expected that the expansion of the LEAP programme will draw its data from the GNHR for the Upper West region.

A lot of preparatory work has been undertaken ahead of the data collection exercise for the Upper East region. Stakeholder engagement was organized for the MMDAs and the Regional House of Chiefs in the Upper East Region to brief them on the data collection exercises. Public information campaigns also commenced in all thirteen districts of the region to brief stakeholders about the purpose of the GNHR. A memorandum of understanding was signed with the University for Development Studies to help monitor data collection activities and for the recruitment of field staff. The positions for District Coordinator, Supervisors and Enumerators were therefore advertised. Interviews were held and individuals were selected to serve as field officers in the Upper East Region to support the work of. Samsung tablets were also delivered in December 2017 to be used for the data collection exercise. Community Focal persons were trained and a re-structural listings was completed in all the Districts of the region. All is therefore set for data collection activities to begin in 2018.

### ► **Social Protection Sector Working Group Meetings**

The Sector Working Group (SWG) on Social Protection brings together a range of stakeholders in the social protection sector to discuss and identify key issues to be addressed. It is jointly chaired by the Honourable Minister for Gender, Children and Social Protection and a Development Partner. For the year 2017, the World Bank co-chaired the SWG with the Honourable Minister. Attendees for the SWG meetings include, but not limited to, Government officials, development partners, CSOs, and academia. In the period under review, three SWGs were held, representing the 14<sup>th</sup>, 15<sup>th</sup> and 16<sup>th</sup> working group meetings.

The 14<sup>th</sup> working group meeting focused on the progress of the social protection policy implementation plan. Progress updates were also given on the zero draft of the Social Protection Bill and the case management system for the sector (Social Protection Single Window Citizens service). There was also a presentation by the five flagship programmes, outlining the key results of the respective interventions in 2016. A presentation was made on the objectives and functions of the social protection single window citizens services as well as the operationalization of the Single Window Contact Center. An update was also given on the development of the Social Protection Policy implementation plan with a focus on the Transition Agenda for 2017, 2018 and 2019.

The 15<sup>th</sup> working group meeting discussed the updates on the monitoring and evaluation framework for social protection programmes. The meeting also explored collaboration between social protection and the private sector to further progress the social protection agenda. Specifically, the theme for the meeting was as follows: “Ensuring Sustainable Implementation of Social Protection Through Private Sector Support”. Participants therefore discussed the possible ways collaboration with the private sector can add further value to social protection interventions.

The 16<sup>th</sup> SWG meeting focused on “strengthening social protection through legal and institutional framework for sustainable growth”. The meeting centred on the Social Protection Bill and progress updates were provided on the Social Protection Policy implementation plan, status of the social protection monitoring and evaluation framework, and social protection budgeting. For the social protection policy implementation plan, MoGCSP’s Director of Policy, Planning and Monitoring and Evaluation outlined the roles and responsibilities of key players in the institutional arrangements (from national to community). In response, it was also recommended that the committee members should have their capacity build in the areas of targeting and monitoring and evaluation. The discussion on social protection budgeting highlighted that one of the major challenges of social

protection budgeting in Ghana is inadequate information for Planning and Budgeting. To address this challenge, the SPD developed a quarterly reporting template for all social protection programmes to use in providing their technical and financial information.



### **2.2.3. Challenges**

A key challenge for the coordination and implementation of social protection is inadequate sustainable financing for the sector. The Social Protection Bill, among other things, discusses the longer-term vision for financing social protection programmes given some of the challenges with reliable and timely financing. The Social Protection Policy also discusses the need for innovative financing strategies to address this challenge. The Social Protection Bill, when passed, will also help to address another key challenge - the lack of legal backing for social protection implementation. A legal backing for social protection implementation will anchor the implementation of current interventions in a sound legal framework, allowing for the continued operations of the interventions.

The insufficient resources allocated for operation costs and service provision at the national, regional and district level is yet another challenge. For example, the lack of office equipment and means of transport is negatively impacting the ability of staff to effectively perform their functions as envisioned in the Social Protection Policy. The provision of motorcycles and vehicles, and funds to maintain them, will support these key activities which are necessary for good programme management. The provision of office equipment such as computers and internet modems will also greatly benefit implementers of social protection services. It will, among other benefits, help to facilitate communication and information sharing between the departments and

units at all levels. The lack of office space for the SPD proved to be a challenge in the reporting period. A larger space for working will be highly beneficial as it will enhance the effectiveness of the Directorate.

There are also capacity challenges that, when addressed, will improve the performance of the sector. Capacity building activities centered in the areas of coordination, monitoring and evaluation and technical skills such as case management are needed. Institutional capacity can also be strengthened at the local level to improve the effective implementation of programmes and quality of services. Along with this, the staff strength at the SPD at the national level can be improved as there is currently insufficient number of staff.



# CHAPTER 3

## SOCIAL PROTECTION INTERVENTIONS





## CHAPTER 3: SOCIAL PROTECTION INTERVENTIONS

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### 3.1. Introduction

The Social Protection Directorate in the Ministry of Gender, Children and Social Protection is responsible for oversight and co-ordination of all social protection interventions in Ghana. The social protection programmes are implemented by various MDAs in Government as well as civil society. The five (5) flagship programmes outlined in the NSPP each sit in a different Ministry, with the exception of LEAP and GSFP which both sit at MoGCSP as presented below:

- ▶ Livelihood Empowerment against Poverty (LEAP): Ministry of Gender, Children and Social Protection
- ▶ Ghana School Feeding Programme: Ministry of Gender, Children and Social Protection
- ▶ National Health Insurance Scheme (NHIS): Ministry of Health
- ▶ Education Capitation Grant: Ministry of Education
- ▶ Labour intensive Public Work Programmes (LIPW): Ministry of Local Government and Rural Development
- ▶ The following programmes were also implemented during the reporting period, both by the Ministry of Food and Agriculture:
  - ▶ Planting for Food & Jobs: Ministry of Food and Agriculture
  - ▶ Women in Agriculture Development Directorate: Ministry of Food and Agriculture

Civil society organizations (CSOs) also implement several programmes. An overview is given of the role of the Civil Society Platform for Social Protection and the projects that were implemented by CSOs.

This chapter looks at the various social protection interventions in detail and present their achievements and challenges during 2017.

## 3.2. Livelihood Empowerment Against Poverty (LEAP)

Agency of the Ministry of Gender, Children and Social Protection

Management: LEAP Management Secretariat



### 3.2.1. Background

The Livelihood Empowerment against Poverty (LEAP) Programme is one of the Government of Ghana's flagship social protection interventions. The programme was initiated in 2008 to reduce poverty among the extreme poor and vulnerable households. It specifically seeks to improve basic household consumption and nutrition as well as increasing access to healthcare among the aged (65 years and above without any support), orphans and vulnerable children, persons with severe disabilities without productive capacity, and extremely poor pregnant women with children under one year old.

The Programme started as a Unit of the Department of Social Welfare with two senior officials of the Department and one data entry clerk in November 2007. In December 2015, the Cabinet of the Government of Ghana approved the establishment of the LEAP Management Secretariat (LMS) as a Programme separate from the Department of Social Welfare. The LMS reports to the Chief Director at the MoGCSP. The LEAP programme is funded by GoG and receives support from development partners such as the Department for International Development (DFID), the United Nations Children's Fund (UNICEF) and the World Bank. The staff complement has increased from three to 33 and consists of 23 Government of Ghana permanent staff members and 10 Technical Assistants (TAs). The Programme also receives temporary staff from the National Service Secretariat each year.

LEAP has a decentralized implementation structure. District Social Welfare Officers (DSWOs) are primarily responsible for implementation under District Assemblies and the Office of the Head of Government Service with oversight by Regional Social Welfare Officers (RSWO) under the Regional Coordinating Councils. The National LEAP Management Secretariat also monitors the work of the DSWOs.

The DSWOs support payments and are responsible for other aspects of the programme such as home visits to verify the status of caregivers, raising awareness about the programme, and management of complaints and grievances at the local level.

### 3.2.2. Objectives

LEAP's main objective is to reduce poverty by increasing consumption and promoting access to services and opportunities among the extreme poor and vulnerable. In order to achieve the overall objective, the programme has the following specific objectives:



**To improve basic household consumption and nutrition** among children below five years of age, the aged (65 years and above without productive capacity) and people with severe disability

**To increase access to health care services** among children below five years of age, the aged (65 years and above without productive capacity) and people with severe disability

**To increase basic school enrolment, attendance and retention** of beneficiary children between 5 and 15 years of age

**To facilitate access to complementary services** (such as welfare, livelihoods and improvement of productive capacity)

To meet the above objectives, the Programme provides social cash grants to extremely poor and vulnerable households. The criteria for assistance are the following:

- ▶ The household is confirmed to be extremely poor<sup>25</sup>
- ▶ The household must have at least one member who is either an orphan or a vulnerable child, an elderly person above 65 years without productive capacity, a disabled person with severe disabilities or an extremely poor and vulnerable pregnant woman



### 3.2.3. Achievements

#### ▶ Beneficiaries reached during 2017

The programme enrolled 212,545 (937,742 *direct beneficiaries*) extremely poor and vulnerable households during 2017. Between 2015 and 2016, total household enrolment increased by 48.7%.

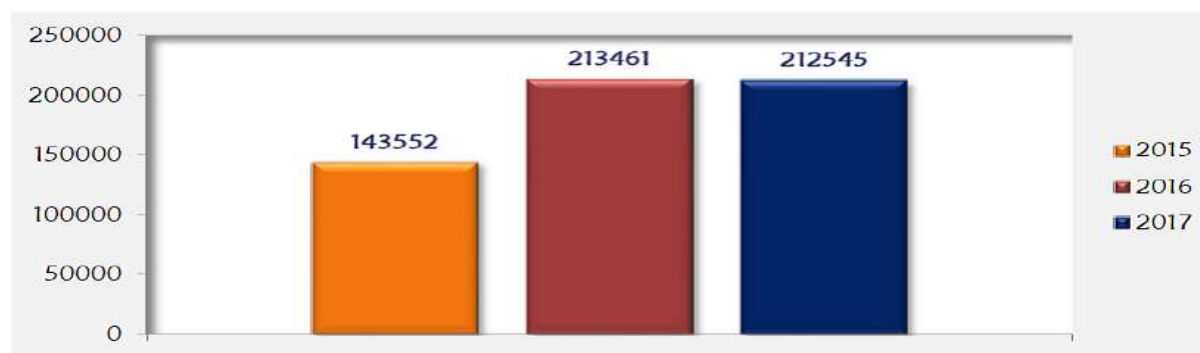
<sup>25</sup> Extreme poverty according to the Ghana Living standards survey of the Ghana statistical Service is defined as the inability of a household to meet its daily nutritional requirements even if it devoted all of its income to consumption.

The Ashanti region recorded the highest rate of increase in household enrolment (74.4%), followed by Western (67.1%) and Volta region (65.2%). The Upper West region recorded the lowest rate of increase in household enrolment (15.5%) because LEAP targeting did not take place in the region due to the presence of GNHR data collection. LEAP will extract data from the GNHR in the future for enrolment of qualified households from the Upper West region. Between 2016 and 2017, total household enrolment reduced slightly by 0.4% (916 households). This reduction was attributed to ongoing case management processes.

Table 1: LEAP Household (HH) Enrolment from 2015 - 2017<sup>26</sup>

	Total HH 2015	Total HH 2016	Total HH 2017
<b>National (Enrolment)</b>	<b>143,552</b>	<b>213,461</b>	<b>212,545</b>
Ashanti	9,563	16,679	16,454
Brong Ahafo	9,411	14,920	14,705
Central	8,570	11,439	11,398
Eastern	10,600	15,205	15,133
Greater Accra	5,957	9,160	9,074
Northern	26,790	43,296	43,231
Upper East	20,649	33,154	33,069
Upper West	33,070	38,182	38,133
Volta	11,505	19,002	18,994
Western	7,437	12,424	12,354

Graph 1: Comparison of households enrolled 2015 - 2017



Six regular bi-monthly payments to beneficiaries across all 216 districts were conducted for the period ending December 2017. The payments were made through the Ghana Interbank Payment and Settlement Systems (GhIPSS), using an electronic payment (e-payment) platform. The data in Table 2 indicates that while the majority of households received payments during each payment cycle in the reporting period, some households did not receive payments. Due to enrolment onto the e-payment platform, only households enrolled onto the e-payment platform with valid unique serial numbers were paid.

<sup>26</sup> Source: LEAP Annual report 2015 – 2017

Table 2: Details of LEAP payment cycles<sup>27</sup>

PAYMENT CYCLE	HHS PAYABLE	HHS PAID
46 <sup>th</sup>	213,320	159,373
47 <sup>th</sup>	213,205	157,110
48 <sup>th</sup>	212,669	181,826
49 <sup>th</sup>	193,920	193,675
50 <sup>th</sup>	194,821	194,760
51 <sup>st</sup>	195,860	195,810

#### ► Households enrolled on E - Zwich

According to the MIS database and payroll (Dec 2017), 196, 543 beneficiary households (92 percent) were enrolled on E – Zwich, the e-payment platform. This represents 92 percent of the programme’s current beneficiary households.

#### ► Security of Beneficiaries

The programme provides beneficiaries with LEAP identification (ID) cards. In an effort to ensure security of beneficiary ID cards, the LMS procured **300,000** pouches for the beneficiaries to hold their LEAP ID cards as well as receipts from payments for future auditing purposes. The distribution of the pouches commenced free of charge in the districts and communities during the reporting period.

#### ► Capacity Building of Implementation Role Players

To ensure effective implementation of LEAP, the LMS organized capacity building workshops. Participants included all DSWOs, Community Care Programme Heads, Regional Directors of Social Welfare, selected Civil Society Organizations and Metropolitan and Municipal Chief Executives and Coordinating Directors from the Eastern and Volta regions.



#### ► Resources

To ensure provision of adequate resources for programme implementation, the LMS advertised and received bids from prospective suppliers for the supply of laptops to all DSWOs as well as some key staff of the LMS.

#### ► Emergency Leap Implementation

The LMS collected data from 2, 274 households in ten MMDAs in Brong Ahafo, Northern, Volta and

<sup>27</sup> LMS Reconciliation and PSP Report

Western regions who were affected by natural disasters such as flooding, tidal waves and fallen trees (at Kintampo waterfall). The data included personal data of the beneficiaries, data on the deceased, property destroyed, degree of the incidence, insurance, bank details and nature of the support required. The affected MMDAs were Tamale Metropolis, Sagnarigu and Nanumba North (Northern Region), Kintampo North, Wenchi and Sunyani Municipal (Brong Ahafo), Nkwanta South and Ketu South (Volta Region) and Wassa Amenfi West and Prestea Huni Valley (Western Region).

#### **3.2.4. Monitoring and Evaluation**

The LMS has made significant progress in the implementation of the LEAP M&E framework which was developed in 2014. The framework seeks to enable improved monitoring of operational processes of LEAP activities in a systematic manner.

- ▶ To ensure that evidence is generated, an end line survey on the impact of LEAP was conducted in 2016. The end line survey sought to re-interview LEAP and non-LEAP households identified in 2010 in order to determine how, and to what extent, the cash transfer had impacted on their lives. With support from development partners, the results of the survey were shared with stakeholders during a review workshop.
- ▶ The programme continued the implementation of the independent monitoring checks (IMC) across 46 LEAP districts in 2017. The objective of the IMC is to generate data on LEAP beneficiaries' satisfaction and understanding of the programme by various stakeholders such as Payment Service Providers (PSP), DSWOs, beneficiaries as well as Community LEAP Implementation Committee (CLIC) members.
- ▶ The LMS conducted spot checks in fifty (50) selected districts. The objective of the visit was to interact with beneficiaries, DSWOs and all key stakeholders including MMDCEs and their Co-ordinating Directors as well as the DLIC. The visit enabled the Secretariat to gain support for the programme and to assess some potential bottlenecks. It also provided the opportunity for the team to interact with beneficiaries on adherence to programme co-responsibilities.
- ▶ The LMS conducted six (6) post-payment monitoring review meetings to discuss the findings from the payment spot checks.

The secretariat also conducted a mid-year review meeting with key staff of the LMS and some directors of MoGCSP to evaluate progress on the activities planned for the period from January to June 2017, review programme expenditure, identify challenges and make recommendations to address the challenges. The meeting also provided an opportunity for the team to deliberate



on the outstanding 2017 activities and the way forward with respect to implementation. The LMS also facilitated a planning workshop for 2018 to share the Programme's vision, objectives and priorities for the period beyond 2017 and to develop a detailed annual work plan and budget with a log frame to monitor and assess performance.

### **3.2.5. Challenges**

Although significant progress was made, all planned activities were not implemented due to the following challenges:

- ▶ Delays in approval of work plan and budget
- ▶ Misconception among the general public in respect of the LEAP programme
- ▶ Logistical constraints, i.e. inadequate computers at both national and district levels
- ▶ Late and non-submission of payment and quarterly reports among some DSWOs

### **3.2.6. Goals for 2018**

- ▶ The LMS will continue engagements with all key stakeholders including the development partners and build capacity across all levels
- ▶ The LMS, in consultation with key stakeholders, will initiate processes to design the new phase of the programme with a focus on productive and financial inclusion
- ▶ The programme will continue the disbursement of cash grants to beneficiaries
- ▶ With support from the World Bank, the LMS will procure laptops for DSWOs and staff at the LMS
- ▶ The LMS, with support from UNICEF, will conduct assessment of the e-payment system
- ▶ The Secretariat will link beneficiaries of the LEAP Programme to existing complementary and productive inclusive services
- ▶ The programme will enrol the 93,778 households qualified under LEAP targeting phase 2B onto the electronic payment platform and also commence activities towards targeting an additional 150,000 households
- ▶ The LMS will roll out Sensitization on Beneficiary Charter of Right by CSOs at the community level
- ▶ The LMS will disburse the Emergency LEAP grant to affected persons in four regions in selected districts – Brong Ahafo, Northern, Volta and Western Region
- ▶ The Finance Unit of the Secretariat will conduct field visits to District Social Welfare offices to assess financial management systems and technical backstopping. The unit will also commence implementation of the LEAP accounting software to ensure efficiency in LEAP financial management.



### 3.3. The Labour Intensive Public Works Programme (LIPW)

Ministry of Local Government and Rural Development (MLGRD)



#### 3.3.1. Background

The Labour Intensive Public Works (LIPW) programme is one of the components of the Ghana Social Opportunities Project (GSOP) implemented by MoGCSP and the Ministry of Local Government and Rural Development (MLGRD). GSOP is a social protection intervention with a budget of USD\$ 139 million. It is supported by the World Bank. The programme commenced in October 2010 and it is scheduled to end in May 2018. The objective of the GSOP programme is to strengthen social protection systems in Ghana, especially by improving targeting of social protection programmes and providing income support to poor households through LEAP grants and LIPW infrastructure in targeted districts.

#### 3.3.2. Objectives

The LIPW programme aims at providing short-term employment to extremely poor households through rehabilitation and maintenance of public or community assets (small earth dams and dugouts, feeder roads, social infrastructure such as school blocks, clinics, community fruit tree plantations and woodlots). It is being implemented in 60 District Assemblies across the country.

#### 3.3.3. Achievements

##### ► Implementation

LIPW provided temporary employment (1,694,089 person days of employment) to 32,695 poor persons in rural communities during 2017 and, in the process, transferred GH¢ 16,167,927.00 into the local economy of these communities directly in the form of wages to beneficiaries. This cumulatively brought the number of person days of employment and number of beneficiaries to 13,438,414 and 167,233 respectively since inception. The LIPW delivered these services using an electronic platform that included a biometrically linked e-payment system. LIPW also rolled out an electronic monitoring and case management system to improve the tracking and early resolution of cases. An Environmental and Social Safeguards Audit of LIPW sites was also commissioned in

an attempt to achieve substance in the Project's intervention.



### ► Comparisons

- ⇒ The total number of unskilled beneficiaries who benefited from the LIPW programme increased by 23% between 2015 and 2016. The proportion of unskilled male beneficiaries was the same as the proportion of unskilled female beneficiaries (23%). However, between 2016 and 2017, the number of unskilled beneficiaries increased by only 0.3%, with a one percentage point reduction in the number of male beneficiaries and 1.2 percentage point increase in the number of unskilled female beneficiaries.
- ⇒ The average amount paid to these unskilled beneficiaries increased by 26% between 2015 and 2016. Between 2016 and 2017, the amount increased again by 22.6%.
- ⇒ The number of unskilled beneficiaries from LEAP households increased by 49% between 2015 and 2016 but it increased by only 4% between 2016 and 2017.
- ⇒ Expenditure on LIPW programmes increased by 51% between 2015 and 2017. During the period between 2015 and 2016, the rate on increment in expenditure was only 27%.

Table 3: Development Outcomes of LIPW<sup>28</sup>

Performance Indicators	Category	2015	2016	2017
Total number of unskilled beneficiaries	Climate Change	31,692	36,487	36,068
	Feeder Roads	47,962	63,925	64,458
	Small Earth Dams and Dugouts	53,555	66,174	67,126
	Social Infrastructure	8,198	8,146	7,937
	Total/ Average	135,607	166,725	167,235
Number of unskilled male beneficiaries	Climate Change	13,406	15,339	14,925
	Feeder Roads	19,302	25,537	25,461
	Small Earth Dams and Dugouts	18,540	23,463	23,451
	Social Infrastructure	4,094	4,060	3,958
	Total/ Average	53,037	65,180	64,522

<sup>28</sup> Source: GSOP report 2015 - 2017

Performance Indicators	Category	2015	2016	2017
Number of unskilled female beneficiaries	Climate Change	18,286	21,148	21,143
	Feeder Roads	28,660	38,388	38,997
	Small Earth Dams and Dugouts	35,015	42,711	43,675
	Social Infrastructure	4,104	4,086	3,979
	Total/ Average	82,570	101,545	102,713
Average amount paid to unskilled beneficiaries	Climate Change	439.54	550	706
	Feeder Roads	296.34	386	464
	Small Earth Dams and Dugouts	365.45	447	539
	Social Infrastructure	105.12	106	109
	Total/ Average	358.22	451	553
Number of unskilled beneficiaries from LEAP households	Climate Change	541	638	640
	Feeder Roads	482	1,132	1,139
	Small Earth Dams and Dugouts	986	1,260	1,357
	Social Infrastructure	74	74	74
	Total/ Average	1,981	2,946	3,054
Total LIPW expenditure to date	Climate Change	20,945,668	29,818,317	37,577,557
	Feeder Roads	33,936,882	54,566,453	74,140,692
	Small Earth Dams and Dugouts	33,196,831	51,801,126	62,744,951
	Social Infrastructure	6,499,016	6,602,963	6,642,876
	Total/ Average	94,578,397	142,788,858	181,106,076

#### ► Infrastructure and assets delivery

- ⇒ 65 small earth dams and dugouts were constructed
- ⇒ 97 feeder roads - approximating 315km - were constructed
- ⇒ 1,334 hectares of degraded communal/public lands were rehabilitated in 65 communities through the planting of fruit trees and woodlots
- ⇒ Towards the realisation of GoG's **"One Village One Dam" programme**, the MLGRD in collaboration with Ghana Irrigation Development Authority (GIDA) has identified 1,221 potential dam sites. Of this number, technical appraisal for five sites in each of the 64 Districts was completed. A total of 196 sites have been confirmed as suitable for the development of dams. Detailed engineering design works have commenced on 59 dams.

To further sustain livelihoods in these rural areas, MLGRD under GSOP has piloted a number of Productive Inclusion Schemes - micro enterprise/livelihood support schemes - that seek to provide

beneficiaries with a sustainable means of exiting poverty through the Japan Social Development Fund (JSDF) (8 DAs and 89 Communities) and the Complementary Income Generation Scheme (4 DAs and 75 Communities). These schemes have together served over 9,000 extreme poor persons in the 12 beneficiary districts across the country.



#### ► Capacity Building

With project termination expected in May 2018, 36 district engineers were trained in dam repairs and maintenance as a sustainability measure. To ensure the institutionalization of LIPW, the MLGRD has supported the Ministry of Employment and Labour Relations (MELR) to put in place a policy that would guarantee the widespread adoption of LIPW as a tool for creating jobs in Ghana. Work has started on an Expert Publication on LIPW Delivery in Ghana. As part of the Project's IEC, four (4) video documentaries were produced and have since been posted on the Project's website. An electronic Daily Attendance Sheet (DASH) system has been piloted at two (2) sites in Upper East Region in an effort to solve the issue of delayed payments to beneficiaries and in an attempt to fully automate all LIPW processes. It would ensure live capturing of work attendance into the Project's MIS for payroll preparation.

#### 3.3.4. Challenges

- Delay in payments to beneficiaries and contractors due to a lack of urgency and keeping to deadlines on the part of the districts to submit the necessary documentation such as M&E reports, beneficiary Daily Attendance Sheets (DASH) and Contractor IPCs.

**Recommendation:** The Project is to pilot and adopt an electronic DASH system that would reduce the time for manual processing of attendance and facilitate payments in time. For the delayed contractor payments, the Project should continue to engage the DAs to prepare and submit IPCs in time for payments.

- Low or non-availability of labour at some sub-project sites, especially in the southern zone, where the offered wage rate is considered low

**Recommendation:** Sub-projects would have to be relocated or terminated in instances where low

or no availability of labour is experienced.

- Ownership and poor maintenance of sub-projects by the DAs and communities after completion

**Recommendation:** The Project will continue to train DA staff as well as constitute and train community facility management teams to take responsibility for completed sub-projects.

- Inadequate capacity to deliver LIPW beyond project life by MLGRD

**Recommendation:** MLGRD, through the Project, will partner with training institutions like the Koforidua Training Institute to train more supervisors and contractors on labour based works. DAs will also need to be committed to plan to execute some of its projects using labour based methods.

### 3.3.5. Goals for 2018

- The following sub-projects are to be completed during 2018: 10 small earth dams and dugouts; 6 feeder roads - approximately 17km, and 229 hectares of degraded communal/public land in 28 Communities
- The Government, through LIPW, plans to support the “*Planting for Export and Rural Development*” Initiative with 64 Community Nurseries
- Carry out engineering surveys and design 59 new small earth dams and dugouts in support of Government’s “*One Village One Dam*” programme.

These interventions are expected to generate short-term employment for over **21,000** unemployed youth within the rural areas of the country. The Government, with the support from the World Bank, also intends to scale-up the LIPW programme under the second phase of GSOP which is expected to commence later in 2018. This will cover the poorest 120 MMDAs.



### 3.4. National Health Insurance Exemptions (NHIE)

National Health Insurance Scheme Ministry of Health

Managed by the National Health Insurance Authority



#### 3.4.1. Background

The healthcare financing architecture in Ghana has gone through a number of changes since independence in 1957. It started with free healthcare for all citizens at independence and later changed to a minimum fee for service and until recently, a cost recovery otherwise referred to as ‘cash and carry’ policy. These changes were driven by dwindling resources of the economy and the need to balance demand with available resources became a topical issue. When the cash-and-carry policy went into full swing in the late 1980s, many, especially the poor, could not afford the cost of basic healthcare and the nation witnessed unprecedented low healthcare utilization with a corresponding high mortality rate. The phenomenon provoked policy developers to rethink the policy that led to the Government of Ghana introducing the National Health Insurance Scheme in 2003 through an Act of Parliament (Act 650).

The Scheme became fully operational in 2005 and during 2012 the law was amended to NHIS (Act 852). The NHIS is largely funded through the National Health Insurance Levy (NHIL), which is a 2.5% levy on goods and services collected under the value added tax (VAT), 2.5% of SSNIT contributions per month, return on National Health Insurance Fund (NHIF) investments, premiums paid by informal sector subscribers and Government allocations.

#### 3.4.2. Objectives

The scheme is a form of social healthcare protection policy meant to provide equity and financial access to basic healthcare services to all persons resident in Ghana, especially the **poor** and the **vulnerable**.

As a social protection programme, the NHIS exempts some categories of persons from paying premiums (contributions). These persons include:

- ▶ a person classified by the Ministry of Gender, Children and Social Protection (MoGCSP) as an indigent
- ▶ beneficiaries under Government flagship programmes i.e., School Feeding, Livelihood Empowerment Against Poverty (LEAP), LIPW
- ▶ a child below 18 years of age
- ▶ a person in need of ante-natal, delivery and post-natal healthcare services
- ▶ a person with mental disorder
- ▶ categories of differently-abled persons determined by MoGCSP
- ▶ pensioners of the Social Security and National Insurance Trust contributors to the Social Security and National Insurance Trust
- ▶ a person above seventy years of age
- ▶ persons living in leprosaria and foster homes, prison inmates other categories prescribed by the Minister

### 3.4.3. Achievements

The scheme has made considerable progress since its inception 15 years ago. Strategies have been adopted in collaboration with MoGCSP to target persons under the following Government flagship programmes:

- ▶ Livelihood Empowerment Against Poverty (LEAP)
- ▶ African Health Market For Equity (AHME) Project
- ▶ Orphanages
- ▶ Persons in mental homes
- ▶ Prison inmates
- ▶ Children under government school feeding programme
- ▶ Children under government school uniform programme



Similar efforts have been made with other non-state social protection interventions to enrol the targeted beneficiaries onto the scheme.

In total, the Scheme has registered about 10,656,931 people representing 37% of the Ghanaian population by the end of 2017. An estimated number of 665,116 from the poor and 2,280,000 from the indigent population represent 30% of the persons enrolled onto the NHIS. Since the inception of NHIS, about two-thirds of all active members fall within the exempt category as seen from 2015 to 2017. The drop in the proportion of the exempt category in 2017 reflects the reduction in the



number of total active members by 5% (552,526).

For example, the Livelihood Empowerment against Poverty (LEAP) programme currently has about 194,000 out of about 950,000 individual beneficiaries with free NHIS. Other non-state interventions such as the Africa Health Market for Equity project (AHME), led by the Gender Ministry, and phase two of the Ghana Luxembourg Social Trust (GLST 2) provided NHIS with 82,183 and 825 indigents respectively.

Table 4: NHIS Exempt Category<sup>29</sup>

	Total Active members	Number Exempt	Percent
2015	11,058,783	7,401,158	66.9
2016	11,029,068	7,898,196	71.6
2017	10,656,931	7,415,773	64.7

The Poor and Vulnerable groups enrolled under the abovementioned category have been relieved of the financial barriers preventing access to healthcare. As such, their healthcare needs have been met. This therefore contributes to achieving Sustainable Development Goals one and three. It further provides the opportunity to bridge the inequality gap between the rich and the poor.

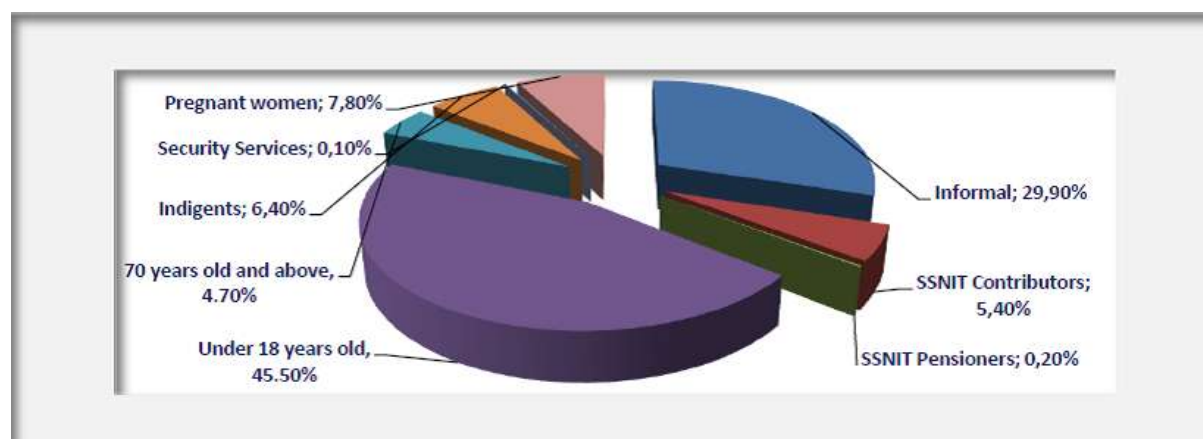
Although the scheme by design is considered to be significantly pro-poor, the percentage of the poor (and extreme poor) enrolled remains relatively low. The main reason is the difficulty in the identification of indigents for free NHIS registration. The scheme, in registration of indigents, has relied over the years on existing social protection interventions such as LEAP, GSFP etc.

Table 5: Registration with NHIS by Category

2017 ACTIVE MEMBERSHIP		
Category	Membership	Percentage
Informal	3,187,851	29.9%
SSNIT Contributors	578,227	5.4%
SSNIT Pensioners	21,699	0.2%
Under 18 years old	4,852,433	45.5%
70 years old and above	502,301	4.7%
Indigents	676,858	6.4%
Security Services	6,581	0.1%
Pregnant women	830,981	7.8%
<b>Total</b>	<b>10,656,931</b>	<b>100%</b>

<sup>29</sup> Ministry of Health (2018) Holistic Assessment of 2017 Health Sector Programme of Work

Graph 2: Illustration of Membership by Category



### 3.4.4. Challenges

#### ► Lack of databases for the poor

Lack of a clear and workable definition for who is an indigent affects the identification and enrolment of persons classified as such. For NHIS to effectively extend coverage to the section of the Ghana population deemed ultra-poor and vulnerable, there is the need to agree on the parameters for the classification of an indigent and vulnerable person in accordance with the national targeting manual (of the Ghana National Household Registry) to enable the National Health Insurance Authority (NHIA) to expand their target base for the category. Ongoing efforts are required by MoGCSP as well as the GNHR and Social Protection directorate in supporting NHIA to identify the indigent as well as provide logistics to promote smooth registration of ‘indigents’.

#### ► Inadequate Funding for Targeting and Registration of the Poor

Targeting and registration of the poor and the vulnerable is an additional cost to the scheme. The majority of the poor and the vulnerable are unable to afford transport to the district offices to be enrolled and the scheme has had to put in extra efforts and logistics in order to reach out to them. There is therefore the need to rethink how to leverage resources to increase the enrolment of the poor and vulnerable on the scheme.

#### ► Lack of Adequate Capacity at the District level to identify the poor

By NHIA operational design, registration of members is carried out at the district level. Unfortunately, most staff at district level do not have the requisite capacity to identify the poor. This results in most poor and vulnerable people being overlooked.

### Recommendations:

- Increase financial and logistical support to the regions and the district offices to facilitate their operational activities in respect of targeting and registration of the poor and the

vulnerable

- ▶ Collaborate with beneficiary partner institutions and other donors to provide resources specifically for the registration of the poor and the vulnerable
- ▶ Collaborate with the various stakeholder groups to form joint standing committees to provide support to the registration of the target group

#### **3.4.5. Goals for 2018**

The NHIA recognizes the mandate imposed on it by Act 2012 (Act 852) to ensure the coverage of all poor and vulnerable persons. It further acknowledges the tremendous support and collaboration from MoGCSP and other agencies in the overall agenda to ensure that no person within the said defined category is left out under the NHIS. To this end, NHIA intends to deepen its collaboration with the Ministry of Gender, Children and Social Protection and all the relevant agencies to ensure accelerated registration of the poor and the vulnerable.

### 3.5. The Ghana School Feeding Programme (GSFP)

Ministry of Gender, Children and Social Protection

Ghana School Feeding Programme Secretariat



#### 3.5.1. Background

The Ghana School Feeding Programme (GSFP) was initiated in 2005 as a social protection intervention in the context of the Comprehensive African Agricultural Development Programme (CAADP) Pillar III and in a response to the first and second Millennium Development Goals (MDGs) on eradicating extreme hunger and poverty and achieving universal basic education. Over two decades of implementation, the programme has evolved and periodically witnessed efforts at improving targeting, quality, monitoring, procurement governance and social accountability. Furthermore, the GSFP provides an opportunity to pursue Ghana's commitment to the Sustainable Development Goals (SDGs), goals 1, 2, 3, 4, 5, 6, 8 and 17.

The basic concept of the programme is to provide children in public primary/KG schools in the most deprived communities of Ghana with one hot adequately nutritious meal, prepared from locally grown food products, on every school going day. The aim is to spend 70% of the feeding cost on the locally produced food products.

#### 3.5.2. Objectives

The immediate objectives of the programme are to:

- (a) Reduce hunger and malnutrition
- (b) Increase school enrolment attendance and retention
- (c) Boost domestic food production

The long-term objective of the programme is to reduce poverty and improve food security. The programme targets selected public basic schools (KG and primary)) and local farmers in Ghana. The

strategy to feed school children with locally produced food products that are nutritionally adequate will focus on procuring local produce, thereby providing a ready market for local farm output, leading to wealth creation for rural households as it is anticipated that the ready market for farm produce will increase household incomes. This will improve the nutritional status of the rural households, thus eliminating hunger and malnutrition. This will help break the cycle of rural household and community poverty.



### 3.5.3. Achievements

- ▶ Recruitment and selection of new caterers was done to meet the procurement guidelines of awarding contracts to individual Ghanaians in order to remove any perceived colourisation of the awarding of schools to prospective programme applicants or caterers
- ▶ All district role players (district directors of Education, Agriculture, Health, Desk Officers, School Health Education Programme (SHEP) Coordinators and prospective applicants) were educated on the purpose and their roles in achieving the said objective
- ▶ Recruitment, selection and orientation of additional new staff to strengthen institutions of the programme in order to offer the needed support to the vulnerable and excluded for equity and social cohesion at all levels of society
- ▶ All programme role players were trained throughout the country on the code of conduct for food safety and hygiene
- ▶ Monitoring was carried out during all three terms during the year under review
- ▶ All arrears from 2015 - 2017 have been paid in the year under review
- ▶ GSFP has initiated a 30% expansion of the current enrolment pending cabinet approval
- ▶ As of December 2017, the programme has enrolled 1,671,777 pupils in 5,528 schools, and recruited 6000 caterers in all 216 districts (Fig. 1).

Fig. 1: National data on GSFP 2017



Between 2015 and 2016, there was no increase in the number of schools and beneficiary pupils benefiting from the program. Between 2016 and 2017, a total of 401 schools were enrolled into the program (an increase of 7.6%) and this increased the number of beneficiary pupils by 27,092 (an increase of 1.6%). The baseline target has been reached over the three (3) years and there is a steady increase in the number of schools and pupils reached. At the same time employment opportunities have been created for 19,332 community citizens.

Performance Indicators	Baseline	2015	2016	2017
Pupils enrolled on the Programme	1,642,271	1,644,685	1,644,685	1,671,777
Providing one hot nutritious meal per day to the beneficiary pupils	1,642,271	1,644,685	1,644,685	1,671,777
Caterers and cooks trained nationwide on health and nutrition to reduce the incidence of food poisoning and others		17,184	19,332	19,733
Schools enrolled into the programme		5,285	5,285	5,686

#### 3.5.4. Challenges

- ▶ No Legal Framework for the institution
- ▶ No dinning or eating place for beneficiary pupils
- ▶ Difficulty in linking caterers to farmers
- ▶ Inadequate budgetary support.
- ▶ Manual collection of data for caterer payment (No automation of activities)

- ▶ Lack of eating bowls and cutlery for the pupils

### 3.5.5. Goals for 2018

- ▶ Promulgate the national school feeding policy into law
- ▶ Build a reliable database for decision making
- ▶ Strengthen nationwide M&E activities
- ▶ Develop a resource mobilization strategy to bring more partners on board
- ▶ Provision of kitchens, eateries, utensils and potable drinking water
- ▶ Ensure regular flow of adequate funds
- ▶ Propose the feeding grant to be increased to GHC1.50
- ▶ GSFP initiated 30% expansion of existing enrolment
- ▶ Nutrition Training and development of district menus
- ▶ Assessment of the benefits of the feeding programme



### 3.6. Education Capitation Grant for Basic Schools

Ministry of Education Capitation Grant Scheme



#### 3.6.1. Background

The School Capitation Grant Scheme was introduced by the Government of Ghana and was fully implemented in 2005, after it was piloted in 2004 within 40 of the most deprived districts in the country. The scheme has been a key strategic social protection intervention to stimulate the drive to achieve universal basic education. This is based on the fact that it is the right of every child and young person to have access to quality education, as enshrined in the country's 1992 Republican Constitution.

This major policy intervention was to aid the Government of Ghana to fulfil its constitutional obligation of providing Free Compulsory Universal Basic Education (FCUBE) for all Ghanaian children of school-going age.

One of the impediments to achieving universal participation in basic education is the number of levies and fees charged at basic schools. The result of a study undertaken by the Ghana Education Service (GES) in 2004 showed that 76 different types of levies, fees and charges existed in schools. This was further corroborated by the results of a study by UNICEF, which showed that about 40% of children between 6 and 11 years of school-going age remained out of schools as of 2003 largely due to the inability of parents to pay levies imposed by the schools.<sup>30</sup> The Capitation Grant Scheme started with an initial amount of GHC3.00 per enrolled in 2005. In 2009, it was increased to GHC4.50. In 2017 the Government of Ghana introduced an additional base grant of GHC4.50, making it GHC9.00.

#### 3.6.2. Objective

The purpose of the scheme is to lessen the burden of paying school fees and all forms of levies in order to realize the long term policy objective of 'increasing equitable access to, and participation

<sup>30</sup> UNICEF, 2007

in education at all levels' under the national development policy framework. These levies and fees were thought to prevent a considerable number of parents from enrolling their children in school, especially in deprived areas.

The introduction of the grant is to serve as a replacement for the loss of revenue because of the abolishing of levies and fees. The grant is to support schools to implement their School Performance Improvement Plan (SPIP) in order to improve quality education delivery in the schools. The grant is therefore expected to serve as an opportunity to help build school level capacity to allow for effective and efficient implementation of fiscal decentralization.



### **3.6.3. Achievements**

- ▶ During the year under review an amount of GHC33.4 million was provided as Capitation Grant to public basic Schools, comprising of 14,432 Kindergarten schools, 14,923 Primary Schools and 10,382 Junior High Schools
- ▶ The introduction of the base grant of GHC4.50 as additional grant to the scheme made it more efficient and effective as the base grant is allocated equally to every school, irrespective of the enrolment figures. Thus schools with low enrolment get the same amount as those with large enrolment. This assisted the schools with low enrolment as they could not meet their basic needs with funds previously allocated
- ▶ Timely release of funds by the Ministry of Finance for allocation to the schools through their respective districts. This helped improve the planning, budgeting and management processes of the schools. It was also a relief to both heads and parents since there was no
- ▶ need for heads of schools to call on parents to pay any levy to make up for the delay in the release of the grant to schools
- ▶ The grant boosted enrolment at the basic level in all public schools. There was an increase in school enrolment at the various level of basic education. In total there was an increase of 0.

13% (7331 children) in enrolment across all the public schools as shown in Table 6.

Table 6: School Enrolment

Level	2015/2016	2016/2017	% Change in Enrolment
KG	1,287,354	1,289,541	0.17%
PRIMARY	3,256,390	3,258,996	0.08%
JHS	1,254,370	1,256,908	0.20%
TOTAL	5,798,114	5,805,445	0.13%

#### 3.6.4. Challenges

- ▶ Inaccuracy of enrolment data submitted by the schools through the District Education Offices is one of the main challenges that hinders the smooth implementation of the scheme. It creates discrepancies in the total amount received relative to the number of children actually enrolled in the schools
- ▶ There were delays with the transfer of funds released to the schools through the District Education Offices by the banks. This created a lot of inconvenience to some of the schools
- ▶ With the introduction of the additional base grant, most schools had difficulties with the application and management of the grant, even though the district directorates were given an orientation on the guidelines in respect of the disbursement, utilization and accounting for the school grant
- ▶ There are frequently reported inconsistencies in the vetting of School Performance Improvement Plans (SPIPs) by the district education offices, which make it unclear for head teachers what proportion of the grant resources is allowed to be spent on what activity or item

#### 3.6.5. Goals for 2018

- ▶ To ensure efficient and effective management and administration of the scheme, there is the need to undertake a verification exercise every term in the districts and schools to authenticate the enrolment figures submitted by the schools through the districts. This would enable the GES Headquarters to work with more reliable and accurate data on basic school enrolment.
- ▶ It is paramount to organise a yearly training workshop for school heads, members of the School Management Committees (SMCs) and district accountants and directors on the guidelines in respect of the disbursement, utilization and accounting school grant in public basic schools. It would also bring about more transparency and consistency that is required in the process of vetting SPIPs by the district directorates.

- ▶ Funds should be made available for annual monitoring and evaluation visits to the districts and schools to assess the impact of the scheme on equitable quality education at the basic level of education and also to gain some empirical insight into how to ensure that the key objectives of the Capitation Grant Scheme are met.
- ▶ As part of the Government of Ghana's efforts to ensure the effective and efficient implementation of the Capitation Grant Policy, the Ministry of Education and the Ghana Education Service would undertake the following:
  - a) Revise the manual on the guidelines for the disbursement, use, and reporting of the Capitation Grant to include the base grant
  - b) Organise training workshops for Directors and Accountants of Education and Heads of all public basic schools
  - c) Undertake regular monitoring exercises across the country to evaluate the impact of the policy

### 3.7. Planting for Food and Jobs

Ministry of Food and Agriculture



#### 3.7.1. Background

The Ministry of Food and Agriculture (MoFA) rolled out a programme called “Planting for Food and Jobs” (PFJ) Campaign during 2017. The Campaign forms part of a new strategy geared towards the modernization of Ghana’s agriculture to ensure food security for the country through the stimulation and intensification of food production to achieve food self-sufficiency and surplus for export. It is expected to create approximately 750,000 (direct and indirect) jobs in the 2017 farming season which is estimated to generate an additional farm income worth more than GHC1.3 billion.

#### Campaign Alignment to Development Priorities and SDG

The PFJ Campaign aligns with key objectives of the Food and Agriculture Sector Development Policy (FASDEP II) and programmes of the Medium Term Agriculture Sector Investment Plan (METASIP III) which include food and nutrition security and emergency preparedness, increased growth in incomes, marketing of agricultural products, sustainable management of land and environment, and science and technology applied in food and agricultural development.

The Campaign contributes to achieving Sustainable Development Goals (SDG), particularly Goal 1: No poverty; Goal 2: Zero hunger; Goal 8: Decent work and economic growth; Goal 12: Responsible consumption and production, and Goal 13: Climate action.

#### Campaign Focus

The PFJ Campaign focuses on three (3) key commodity clusters or value chains: **cereals** (maize, rice and sorghum), **legumes** (soybean) and **vegetables** (tomato, onion and pepper). The selection of these commodities is in line with priority crops identified in FASDEP II and METASIP II for

support. These crops have been selected because they have shorter gestation period and are adaptable to almost all the agro-ecological zones of the country. They also have a high propensity for income generation and export revenue.

### **Components of the Campaign**

The PFJ is anchored on five (5) strategic pillars, namely seeds, fertilizers, extension services, marketing and E-agriculture. It is worth emphasizing that none of these pillars used to support agriculture in Ghana are new. What is novel and interesting about the campaign is the concentration of all five as a bouquet (or package) that is considered the necessary panacea to address the laxity and laissez faire approach previously adopted for ensuring agricultural growth in Ghana.

### **Campaign Coverage**

The PFJ covers all 216 districts in all 10 regions of the country. Maize, rice and vegetable production covers all 10 regions. Soybean and sorghum production are concentrated in the Northern, Upper East and Upper West Regions as well as parts of the Brong Ahafo Region.

### **Implementation Methodology**

Criteria for the selection of beneficiary farmers include access to land and interest in cultivating any of the focus crops considered in the Campaign.

The input subsidy arrangement and payment method is as follows:

- ▶ 50% input subsidy by Government
- ▶ 25% down payment before the supply and receipt of the inputs remaining 25% paid after harvest (end of season)
- ▶ Agricultural Development Bank (ADB) is the official bank to receive payments. ADB collaborates with rural banks especially in areas where it does not exist

#### **3.7.2. Objectives**

- ▶ The primary objective of the programme is to ensure immediate and adequate availability of food, provide raw material base in the country through improved productivity, and intensification of targeted government support to private sector service providers
- ▶ The secondary objective of the programme is to provide job opportunities in agriculture and allied sectors for the teeming unemployed youth
- ▶ The tertiary objective of the programme is to create general awareness for all formal workers to either have farms and grow some cereals or vegetables or establish backyard gardens

where enough land is not available and accessible

### 3.7.3. Achievements

#### *Employment Opportunities*

- ▶ Esoko was engaged by the MoFA to conduct a verification exercise on collated lists of beneficiary farmers through digital registration across the country under the Campaign. As at 30 September, 201,622 farmers (out of 200,000 farmers targeted) have been registered to participate in the campaign. Of this figure, only 34,000 farmers have been electronically registered
- ▶ Through its youth in agriculture component, employment opportunities were provided to 1,000 youth (national service farms, commercial farms, etc.)

#### *Public Sensitization*

- ▶ The Campaign has succeeded in encouraging the general public, especially those in the formal sectors of the economy, to enter the agricultural sector
- ▶ More people are willing to go into agriculture because of the support provided by the Campaign

#### *Enhanced Access to Fertilizers*

- ▶ Fertilizers and seed prices were subsidised by 50% - a first in the history of the inputs subsidy programme of Ghana
- ▶ Beneficiary farmers were allowed to pay 50% of the cost of the subsidised inputs
- ▶ As at September, 2017, a total of 1,963,508 bags of fertilizers (NPK, Urea, Sulphate of Ammonia and YaraLegume) have been supplied to all the 10 regions

#### *Distribution of Improved Seeds*

- ▶ 4,400MT of maize, rice, soybean and sorghum seeds subsidized by the Campaign
- ▶ Increased use of improved seeds of the targeted crops from 11% to 43%
- ▶ Four (4) MT of vegetable (tomato, onion and pepper) seeds utilized under the Campaign

The PFJ campaign has helped strengthen the local seed industry

More maize and rice seeds were supplied to the farmers than the other cereals mainly because these cereals are already planted. This is reflected in the yield. Similarly, of the three vegetables, more tomatoes and pepper seeds were distributed to farmers than onion seeds and hence, their high yield.



Table 7: Seed distribution, Farm sizes and Yield<sup>31</sup>

		Seed distribution (bags)	Hectarage (HA)	Est. Yield (MT.)
<b>1.</b>	<b>Cereals and Legumes</b>			
	Maize seed	38,247	84,993	254,978
	Rice seed	34,327	42,908	171,633
	Soybean	3,995	4,994	8,989
	Sorghum	2,969	14,844	22,266
<b>2</b>	<b>Vegetables</b>	Distribution (100g/sachet)		
	Tomato seed	14,434	5,774	47,921
	Onion seed	10,972	549	8,229
	Pepper	10,829	4,332	35,952

### More Achievements

- ▶ As at September 2017, 822 out of the targeted 3,200 extension personnel officers have been recruited and posted to 187 districts across all 10 regions of the country. They are expected to provide extension advisory services to the beneficiary farmers.
- ▶ Six (6) types of pesticides for the control of the Fall army worm (FAW) have been identified as effective
- ▶ 34,000 farmers electronically registered with the Campaign
- ▶ 20 out-grower scheme operators/nucleus farms were supported with farm inputs by the Campaign to cultivate the targeted crops
- ▶ 1,300 Licensed Buying Companies (LBCs) were licensed by NAFCO to mop up and purchase maize (600,000MT) and rice (30,000MT) from farmers
- ▶ 13,000 MT storage capacity facility belonging to the Cocoa Board was identified and is being renovated for use as a storage structure



<sup>31</sup> Source: PFJ Campaign report 2017

#### 3.7.4. Challenges

- ▶ Inadequate storage space for the receipt and storage of seeds and fertilizers at the regional and district levels
- ▶ Inadequate domestic supply of improved seeds
- ▶ Fall Armyworm (FAW) invasion
- ▶ Inadequate extension officers/personnel
- ▶ Inadequate logistics – motorbikes, vehicles
- ▶ Inadequate public sensitization on PFJ, its objectives and implementation modalities ahead of Programme start
- ▶ Limited time for planning and execution of programme activities
- ▶ Delay in input supply and timely distribution to the participating districts across the 10 regions affected planting time

#### 3.7.5. Goals for 2018

- ▶ Engagement of Grains and Legumes Development Board (GLDB), Savannah Agricultural Research Institute (CSIR-SARI), Crop Research Institute (CSIR-CRI) and other seed growers for production and supply of certified seeds for 2018 planting season
- ▶ Process for the selection of participating seed and fertilizer companies needs to begin earlier
- ▶ Need to conduct company audits to ascertain the input stock levels and their capacity to deliver on their allocated quotas
- ▶ Nationwide e-registration of farmers
- ▶ Lift ban on general recruitment of MoFA staff including extension staff

### 3.8. Women in Agriculture Development Directorate (WIAD)

Ministry of Food and Agriculture

Women in Agricultural Development Directorate



#### 3.8.1. Background

The Directorate is one of the seven Technical Directorates of the Ministry of Food and Agriculture (MOFA) with a vision to create “a highly competent public institution transforming livelihoods and promoting the wellbeing of especially women in the agricultural sector”. Their mission is “to develop effective policies that promote delivery of improved technologies and information on agricultural production and post-production in an environmentally sustainable manner”. The reported activities for the year 2017 were carried out by the directorate’s staff at the National Head Office, regional and district levels while others were accomplished through support roles with various collaborators.

#### 3.8.2. Objectives

WIAD’s key functions are to:

- ▶ Formulate policies and programmes to meet the needs of female farmers and processors
- ▶ Co-ordinate operations of regions and district WIAD Officers to ensure appropriate extension technologies/messages to reach female farmers and processors
- ▶ Backstop regional and district WIAD Officers through training, development of educational material and training manuals
- ▶ Monitor and evaluate the effectiveness of extension staff in their delivery of WIAD programmes and to determine the impact of these programmes on the lives of rural, urban and suburban dwellers
- ▶ Liaise with research and extension to analyse women-specific challenges in the sector and seek solutions as well as carry out new product/recipe development and sensory evaluation

on new crops

- ▶ Develop intra- and inter-sectoral collaboration for development of policies, programmes and projects that enhance the livelihoods of women farmers, processors etc.

The directorate has four units at the National Head Office level supported by ten regional officers and district officers who are attached to Metropolitan, Municipal and District Assemblies (MMDAs). The four units are listed below together with a brief description of their core activities:

**Nutrition:** Educate and train households (females and males) on appropriate food combination of available foods to improve household nutrition; prepare meals that will provide the nutrients required for the various stages of development e.g., infancy, school-going age, adolescent and the aged

**Value Addition:** WIAD train women groups on food-to-food fortification (enhancement) Examples are high quality cassava flour into wheat flour for pastries, Orange Flesh Sweet Potato (OFSP) into pastries, yoghurt etc., Gari (OFSP, Soya, margarine etc.), soya bean (milk, kebab), mushroom (kebab, drink etc.)

**Food Safety** (at markets, processing centres and urban peri-urban agricultural (UPA) production sites)

**Gender** (mainstreaming of all agricultural policies, programs and projects in MoFA)

### Key Objectives

- ▶ Support to improve nutrition
- ▶ Increased growth in income

### 3.8.3. Achievements

#### Objective 1:

- ▶ An Orange Flesh Sweet Potato (OFSP) processing and utilization demonstration was carried out for women farmers who were mostly processors and sweet potato farmers in three (3) districts in the Upper East Region. These districts were Builsa North, Bongo and Kassena/Nankana West with a total of 238 participants (224 women, 14 men) gaining knowledge and skills. The demonstration has led to an increased consumption of the roots and commercialization of some products such as OFSP chips, drink, potaghurt, bread and doughnuts in order to generate income and reduce poverty. This addresses the Sustainable Development Goals (SDG) 1 and 2

- ▶ OFSP food demonstrations were conducted for fifty-eight (58) farm families from three (3) communities (Basare Nkwanta, Sushyenso, Wawase) in the New Juaben Municipality of the Eastern Region. Dishes prepared with OFSP were OFSP Banku, OFSP Drink, OFSP Pancake, OFSP Mpotompoto, and cooked and fried OFSP. Participants were trained on the various ways in which OFSP could be incorporated in family meals to improve their nutrition (Vitamin A) for good health and wellbeing (SDG 3)
- ▶ A training workshop session was organized for Flour Users Associations in Sokpe in the South-Tongu and Dzodze in the Ketu North Districts. The programme brought together about 70 participants (40 flour users from Sokpe and 30 from Dzodze). The purpose of the activity was to promote the utilization of OFSP as a food-based approach to address Vitamin A deficiency for Good health and wellbeing (SDG 3)
- ▶ WIAD collaborated with Food Research Institute and West Africa Agriculture Productivity Programme (WAAPP) to train bakers on food-to-food enrichment using composite flour from cereals (millet, maize, and sorghum) and root and tubers (mainly yam, cassava, cocoyam and sweet potato). Bakers and pastry makers from 10 districts in the Upper East Region were trained on its usage for bread and pastries. Three hundred and eighty-four (384) women and 12 catering students from the Women Training Institute operated by the Department of Community Development in Bolgatanga participated. The purpose is to develop their skills, improve nutrition and generate income to reduce poverty, and promote good health and wellbeing (SDG1, SDG2 and SDG3)
- ▶ The District WIAD Officer for Bolgatanga Municipality was supported by Youth Harvest Foundation to undertake demonstrations in basic nutrition education and soya beans processing and utilization in four (4) communities in the district. A total of 88 women participated and gained relevant knowledge and skills
- ▶ WIAD collaborated with Techno serve in training rice farmers on healthy nutrition in seven districts. Two thousand one hundred and nineteen rice farmers' knowledge on healthy nutrition was enhanced
- ▶ Resilient and Sustainable Livelihoods Transformation Project (RESULT) in collaboration with WIAD undertook nutrition education in 51 of their operational communities in five (5) Districts of the Upper East Region. Training involved the use of the calabash game to educate community members on the three food groups and how to combine foods in the groups to achieve nutritionally adequate diets for good health and wellbeing (SDG 3). A total of 4998 farmers made up of 1072 males and 3926 women farmers were involved. The five Districts were Bongo, Talensi, Nabdam, and Kassena/Nankana West as well as Kassena/Nankana

Municipality.

### Objective 2:

- ▶ WIAD collaborated with the Rural Enterprise Programme to organize a one-day workshop for farmers from three farming communities in the Greater Accra Municipality. The purpose was to expose farmers to rudiments and techniques involved in rabbitry and grasscutter rearing to enable them start their own farm to generate income. A total of 33 farmers participated comprising 17 males and 16 females. Participants were taken through animal behaviour, housing and feeding of the animals as well as practical sessions. This activity seeks to reduce poverty, promote zero hunger and reduce inequality which addresses SDG1, SDG 2, SDG3 and SDG10
- ▶ Supported by the West Africa Agricultural Productivity Programme (WAAPP), WIAD organized an exposure visit for cassava processors, machine operators and some farmers from ten (10) communities, namely Opponkrom, Obotwere, Krofofrom, Afrasi and Abuso in the West Akim Municipality and Twumwusu, Krobom, Okoda, Akokoa and Selekope in the Kwaebibirem District of the Eastern Region to a Good Practice Center. The processors were educated on cultivation of improved varieties, effluent management, improved packaging, smokeless stoves and the use of food grade equipment. The exposure intended to improve on their livelihood activities to generate more income and reduce poverty (SDG 3). A total of one hundred and fifty seven (157) participants were involved (48 males and 109 females).

#### 3.8.4. Challenges

- ▶ Inadequate and untimely release of funds
- ▶ Ill-equipped food laboratory at regional levels
- ▶ Inadequate report writing skills and unclear reporting format for district and regional offices
- ▶ Inadequate means of transportation for staff





### 3.9. Civil Society Platform for Social Protection

#### 3.9.1. Background

The Civil Society Platform for Social Protection, Ghana (CSPSP-GH) is a national platform of CSOs advocating for the development and implementation of effective social protection policies and programs in Ghana. It is a voluntary, non-partisan, non-religious and non-profit making organization. The Platform membership is composed of locally registered CSOs in Ghana organized around particular thematic seats that resonate with the interest groups in social protection, namely children, the youth, the elderly, the poor, persons living with disabilities, Persons living with HIV and AIDS, and women. CSPSP-GH coordinates and facilitates meaningful participation of Civil Society Organizations (CSOs) in Social Protection and a wide range of other key stakeholders to strengthen advocacy for social protection programmes and policies.

#### 3.9.2. Strategic Programme Areas

##### *Advocacy, Research and Policy Engagement*

The objective of the advocacy programme area is to advocate for more inclusive national policies that will strengthen and coordinate implementation of well-targeted social protection policies and programmes taking into account crosscutting issues.

The CSPSP-GH at the national level has been collaborating with the sector Ministry since 2013. It has been the voice of CSOs at the technical level, contributing to discussions on social protection in Ghana through the Sector Working Group and the technical committee for the development of the National Social Protection Policy. The platform has also been part of the technical team contributing to the discussions at the World Bank's missions on the Ghana Productive Safety Nets (GSOP II) since its inception.

##### *Networking, Information and Coalition Building*

The objective of this programme is to strengthen coordination of CSOs working on social protection at all levels. The information and networking program within the platform is to enhance coordination of CSO and other actors in social protection as well as increase media and other key stakeholders' attention to social protection in the country.

The platform is steadily growing in terms of membership with the launch of the National Social Protection policy which clearly stipulates the roles of the CSO in the implementation of Social Protection in Ghana. A number of CSOs have become aware of the platform and have expressed interest to join. The platform's involvement at the national level in contributing to discussions at

the Sector Working Group has also created awareness about the organisation. In 2017, fifteen (15) new organisations registered with the platform as members. At the zonal level, the platform secretariat has been coordinating dialogues among its members on social protection and emerging issues in Ghana. Social media groups (Whatsapp) have been established for members at the zonal level to continue discourse in the absence of physical meetings.

### *Capacity Building*

The objective of capacity building is to strengthen CSO and communities to participate in social protection policies and programmes. Intended outcomes of this programme area are to increase the calibre of CSOs and other key stakeholders advocating for social protection.

In November 2017, the platform was engaged by the LEAP secretariat to coordinate CSOs for the dissemination of the LEAP Beneficiary Charter of Rights and Responsibilities across the nation. In all, fifty (50) CSOs were vetted and selected by the national secretariat of the platform to participate in the project. All 50 CSOs undertook a day's training organized by the LEAP secretariat simultaneously across the nation. The training was in four (4) zones, namely Tamale, Obuasi, Latteh, and Mankessim. MOUs were signed between the LEAP secretariat and the individual CSOs to undertake the project. Funds are yet to be released for the commencement of the stated project.

### *Governance and Organizational Development*

The objective of this function of the platform is to have a functional civil society platform for social protection. The platform has maintained the functional secretariat since June, 2012, with a National Coordinator.

#### **3.9.3. Projects**

The following projects were undertaken by platform members at the local level. These projects have target different population groups, namely children and young people, women, the elderly and persons with disabilities.

#### *Children and Young People*

- Classical Oriental College at the Kumbugu District and Tamale Sub-metro has trained 200 shea butter producers in financial literacy. The training basically took the group through basic financial literacy, bookkeeping and records as well as savings and investment. The organisation conducted repeat skills training in basic work ethics, customer service, health and safety, research and product design, and the use of technology for 500 young entrepreneurs in the informal sector.

- ▶ CAPECS conducted community sensitization of vaccination and the rights of children to access healthcare
- ▶ Tim Africa Aid Ghana in the Ahafo Ano North Municipal is undertaking a project to counsel and train 4994 pupils in seven (7) schools in school related gender-based violence
- ▶ Rights and Responsibilities Initiative Ghana is undertaking a project called Girls Advocacy Alliance in the Bekwai Municipality aimed at fighting the injustices that girls and young women face in Ghana. Through the project, the organisation has identified ten (10) girls and women who are extremely poor and has lobbied through the social welfare officer to target them for the LEAP programme

### *Persons with Disabilities*

- ▶ Inclusion Ghana has been the voice of Persons with Intellectual Disabilities (PWIDs) in Ghana and continues to advocate for their inclusion in the society. The organisation has been lobbying for the inclusion of PWIDs in the District Assembly Common Fund's 3% allocation for PWIDs at the district levels of Jirapa, Lawra, Kadjebi and Pru. Inclusion Ghana has been the lead NGO in the drafting and implementation of the inclusive education policy that would ensure that all children with disabilities will be mainstreamed in public school to learn with their non-disabled counterparts
- ▶ Kekeli Foundation in collaboration with the MMDAs in Ho, Ho West and Adaklu districts are advocating for the development, adoption and implementation of an independent living strategy for PWIDs. The organisation is constructing a resource and assessment centre as part of their Inclusive School Project
- ▶ Development Research and Advocacy Centre has developed and tested a Tech-Enable Social Public Expenditure and Financial Accountability in collaboration with the Regional Coordinating Council in Bolga Municipal and Bongo districts. The project was aimed at training 40 PWIDs on the use of interactive technology for social accountability

### *The Elderly*

- ▶ THUHDEG in the Northern Region is undertaking an Older Citizens Rights Monitoring Project to promote fundamental human rights, inclusion and participation of older persons in decision making. It advocates for the improvement of efficient and effective social protection delivery to strengthen social accountability and increase advocacy interventions at grassroots level within three (3) years by targeting 5,500 elderly people in Tamale, Sagnarigu, Bole and West Gonja

### *Women*

- Kids and Single Parents Care Foundation in the Ashanti Region are offering training for mothers/ caregivers of children with cerebral palsy and birth defects in vocational skills, specifically, liquid soap and bleach making, and mushroom production. The aim of the project is to help the mothers meet their basic needs, expand their opportunities to reach their full potential, overcome barriers to access services, and strengthen their capacity to care for their children.

#### **3.9.4. Challenges**

##### ***Low awareness of the Social Protection concept at grassroots level***

The sector ministry through its flagship LEAP programme has been able to raise some level of awareness on the programme and its related conditionalities. However, there is still some ambiguity about or not enough knowledge and understanding of the social protection concept that Ghana has adopted. While most of the programmes implemented are targeting the extreme poor, beneficiaries at grassroots level do not understand why some households were selected and others left behind. Their perception is that the programmes are implemented to create avenues for the government to hand out money to ‘their people’.

##### ***Low capacity of CSOs***

It has been the practice in Ghana that NGOs/CSOs seek support on their own from international and local donor organizations in order to carry out their activities. More often than not, these donors have conditions attached to the grants they give. Beneficiary organizations are obliged to deliver according to the plan outlined by the donor. In many cases these outcomes may not be in line with the activities of the Ghana government, but are the only way that the beneficiary organizations would survive. As a result, most organizations, including the secretariat, do not attract funds that would build their capacity to monitor the social protection programmes implemented by the government. This has created a huge gap in the platform’s activities as it tries to undertake its core mandate.

##### ***Low Organizational Capacity***

Though the platform has been active in all discussions and activities at the national level, the secretariat faces challenges around adequate staff. The secretariat is still managed by the National Coordinator alone with the help of Board members. This is due to their inability to attract funds from donor organizations to monitor the programmes implemented by the government.

### ***Lack of Funding***

The platform has been supported by its mother organisation, the Africa Platform for Social Protection, in the past at the continental level. However, this opportunity no longer exists as the mother organization faces the same challenge. The Ghana platform has been in discussions with the European Union since 2013 for support to run the platform. In 2016, the secretariat received the news from the EU that the platform had been made one of the beneficiaries of a grant given to the sector ministry and Ministry of Finance to address social protection and labour issues in Ghana. So far, this is the only positive news on funding.

### **3.9.5. Recommendations**

The platform acknowledges the tremendous support from the development partners for government to undertake its duties as outlined in the 1992 Constitution to provide social security for the poor. It is however recommended that the sector ministry leverages on its position to advocate for strategic funding from the development partners to support the platform in order for it to continue with its mandate as stipulated in the National Social Protection Policy. It is believed that funding will assist in addressing the challenges as outlined.

### **3.9.6. Goals for 2018**

The Civil Society Platform for Social Protection, Ghana, will continue to collaborate with the sector ministry in the effective delivery of social protection in Ghana. It will continue to be the mouthpiece of CSOs and beneficiaries at the national level.

# CHAPTER 4

## OVERALL ASSESSMENT & THE WAY FORWARD





## CHAPTER 4: OVERALL ASSESSMENT & THE WAY FORWARD

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### 4.1. Overall Assessment

**The Social Protection Directorate has made progress with respect to their oversight and co-ordination role. Key achievements were:**

- ▶ The re-inauguration and strengthening of the SPiSTC to provide technical support in the delivery of all social protection interventions in Ghana and the establishment of four (4) sub-committees
- ▶ The establishment of the Single Window Citizens Service as a case management system designed to provide a single-entry point for social protection programmes, a single platform for citizens to lodge and monitor grievances as well as to disseminate relevant information on behalf of programmes and services
- ▶ The Sectorial Monitoring and Evaluation framework is in its final stage of development. The framework outlines key performance indicators and will track the implementation of the various social protection programmes

**It is however also evident that there are key challenges and weaknesses that hamper efficient and effective co-ordination, especially monitoring and evaluation. The following steps will be taken to strengthen coordination with respect to monitoring and evaluation in particular:**

- ▶ The SPD and all stakeholders will prioritize the completion of the M&E Framework with baseline indicators and annual targets. This will inform the monitoring frameworks of individual programmes to ensure that all baseline information and targets are available against which achievements can be measured.
- ▶ There will be further efforts to facilitate greater co-ordinating and synergy among social protection interventions in order to maximize impact.
- ▶ Efforts will be made to ensure that baseline indicators and annual targets are set ahead of the reporting period in order to measure progress.
- ▶ The impact of all programmes in the short, medium and long term will be an important addition to include for future annual reports. This will allow for the quality of services, and not only the quantity, to be measured.

The reports from the implementing institutions show that many Ghanaians benefitted from social protection interventions in the year 2017. This indicates that the programmes are needed and that they reach the poor and vulnerable. Individual challenges within the different implementing institutions must however be addressed by the various programmes.

## 4.2. The Way forward

### 4.2.1. Strengthening the Social Protection System

- ▶ The following is recommended to strengthen the social protection system:
- ▶ Finalization of the Monitoring and Evaluation Framework
- ▶ A National Implementation Plan in line with the NSPP implementation plan. This should include national baseline targets for the different social protection interventions
- ▶ Institutional Implementation Plans with baseline targets as agreed with SPD
- ▶ A formal Monitoring & Evaluation System, i.e., quarterly progress reports, site visits, etc.
- ▶ A functional co-ordination system, i.e., monthly co-ordination meetings, etc.
- ▶ Ensuring the allocation of enough resources to social protection delivery with regard to investment in infrastructure as well as staff and operation costs
- ▶ Putting in place a coherent management information system on social protection delivery as well as systematic management and evaluation practices
- ▶ Establishment of basic practices of human resource development, including practices of continuous learning and skills development
- ▶ Development of research and evaluation functions at MoGCSP

### 4.2.1. Goals for 2018 and Beyond

- ▶ Establish coordination mechanisms between existing social protection programmes at the national level aimed at achieving a coherent social protection floor (strategy and coordination)
- ▶ Enhance regional and district structures to coordinate the implementation of social protection policies at the decentralised level (Implementation capacity)
- ▶ Modernise training curricula at institutions active in social protection education and training (professional education)
- ▶ Strengthen capacity for effective management processes at MoGCSP and at local level (administrative capacity)
- ▶ Strengthen legal and regulatory framework for social protection and establish mechanisms to promote social accountability (regulatory framework and accountability)
- ▶ Strengthen capacity of implementation institutions and staff members





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