

**KWAME NKRUMAH UNIVERSITY OF SCIENCE AND
TECHNOLOGY (KNUST) – KUMASI**

Institute of Distance Learning

KNUST
**IMPLEMENTATION OF GHANA SCHOOL FEEDING
PROGRAMME IN THE ASUNAFO SOUTH DISTRICT**

BY

Fred Agyemang Duah

PG 2023708

JUNE, 2011

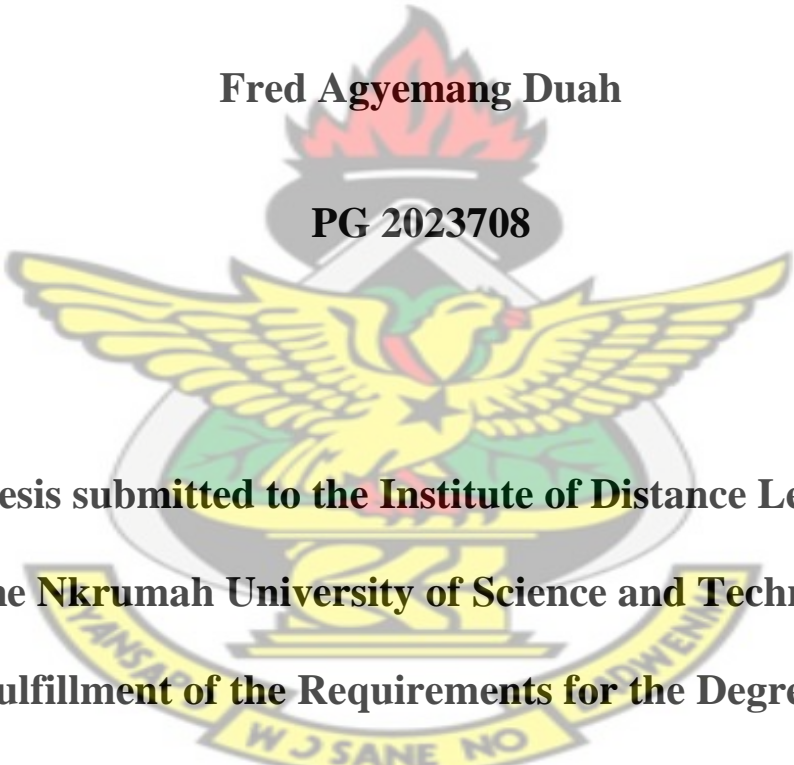
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**A Thesis submitted to the Institute of Distance Learning,
Kwame Nkrumah University of Science and Technology in
Partial fulfillment of the Requirements for the Degree of
COMMONWEALTH EXECUTIVE MASTERS OF
PUBLIC ADMINISTRATION.**

JUNE, 2011

DECLARATION

I hereby declare that this submission is my own work towards CEMPA and that, to the best of my knowledge, it neither contains any material previously published by another person nor material, which has been accepted for the award of any other degree of the university, except where due acknowledgment has been made in the test.

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ABSTRACT

The School Feeding Programme in Ghana started in 2005 on a pilot basis with one school in each District. Like many other pilot programmes in Ghana it has not been without problems and that of Asunafo South District is no exception. The research question seeks to find key obstacles in the implementation, involvement of actors, how successful are the three dimensional objectives and what needs to be done to ensure effective implementation of the programme. The target population were the various stakeholders of the programme namely GES staff, District Assembly staff, Agric officers, Caterers, Farmers and Policy makers giving a sample population of one hundred and fifty (150). Random and non-random sampling methods are used to select the sampling population. Questionnaires, interview guides, and observation were used to solicit information from the respondents. The research has revealed among other things that, of the three objectives, the educational dimension of the programme has achieved more successes than the agricultural and health objectives, that the general public is aware and accept GSFP as a good policy, that GSFP has created employment for caterers and cooks, that 3 public institutions namely GES, Health and Agric Directorate have been brought together to achieve public policy. However, the programme is not without problems. Among them are, inadequate teachers for the growing number of pupils, delay in the release of funds from central government and the lack of provision of polytank with water and decent kitchen, low patronage of locally produced foodstuffs by caterers, inactive participation of stakeholders in the programme. Based on the finding from this research, conclusion and recommendations have been made.

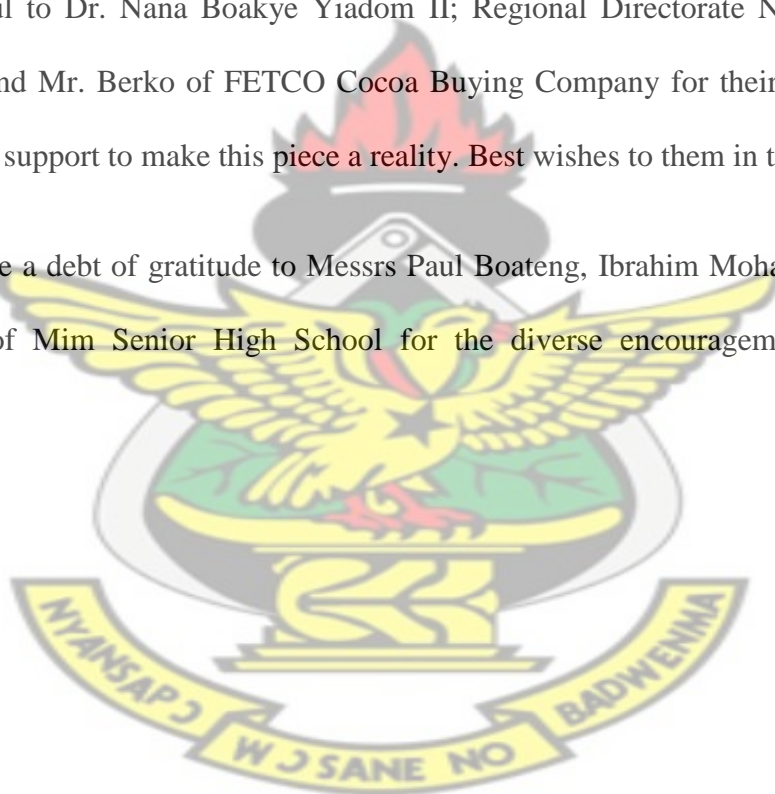
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Finally, I owe a debt of gratitude to Messrs Paul Boateng, Ibrahim Mohammed and Hall Baidoo all of Mim Senior High School for the diverse encouragement and morale support.



DEDICATION

This dissertation is dedicated to my wife Kate Agyemang Duah and children Enoch, Eric, Augustina, Bernice and Eugene Agyemang Duah. I would not have come this far, but for their encouragement and support.

May the Almighty God bless them.

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ACRONYMS USED IN THE STUDY

GSFP:	Ghana School Feeding Programme
DIC:	District Implementation Committee
SIC:	School Implementation Committee
CAAP:	Comprehensive African Agricultural Development
SIGN:	School Feeding Initiative Ghana Netherlands
SMC:	School Management Committee
SNV:	Netherlands Development Cooperation
NEPAD:	New Partnership for African Development
SEND:	School Enterprise Development Organisation
PTA:	Parent-Teacher Association
SCHOOL FEEDING:	Schools whose pupils are given one nutritious meals a day
POVERTY REDUCTION:	Eradicating poverty amongst the people
UNDP:	United Nation Development Fund
WFP:	World Food Programme
DDE:	District Director of Education
DCE:	District Chief Executive
DDH:	District Director of Health
DDA:	District Director of Agriculture
MDGs:	Millennium Development Goals
LA:	Local Authority
MLGRD:	Ministry of Local Government and Rural Development

CHAPTER ONE

INTRODUCTION

1.0. Background of Study

Many developing countries face socio-economic and political problems such as poor infrastructure, low GDP and unstable political system, high rate of poverty, illiteracy, and ignorance among their citizens. It is a fact that in Ghana the standard of education is gradually falling because basic education which is the foundation is facing many problems. Some of the problems facing basic education in Ghana are poor feeding, nutrition, and health of school children, high rate of school drop-out, low enrolment and low pupils retention in schools, low academic performance and low standard and quality of education.

These problems are quite endemic in the rural areas more than the urban areas. In the rural areas, the dominant economic activity is agriculture. All things being equal agriculture is supposed to provide rural school children and teachers with nutritious meal which would keep them healthy and well-developed for good education. Rural peasant farmers sell the best of their food items for so little income which cannot help them to provide nutritious food, pay school fees and buy uniforms for their children. Before the year 2005, it was clear that most school children in the rural Ghana were malnourished and dull. School enrolment and drop-out rates were high. This contributed to high unemployment and unemployable rates among the youth between the ages of 14 to 35. Also urbanization, streetism, teenage pregnancy, civic inertia, vandalism and other forms of anti-social behaviour have become clear socio-economic problems to deal with in Ghana. The United Nations (UN) and its agencies realised that this was a pattern of

development problem which featured in all poor countries of Africa and Asia. School Feeding Programme is one of the strategic policies endorsed by the United Nations Development Programme (UNDP) to eradicate poverty in developing countries. Ghana adopted the programme as one of the Millennium Development Goals (MDGs) under the Ghana Poverty Reduction Strategy I (GPRS I) and Ghana Poverty Reduction Strategy (GSFP II). The programme is also in line with the objectives of the United Nations Hunger Task Force and the initiative of the Comprehensive African Agricultural Development Programme (CAAP), Pillar 3 of the New Partnership for African Development. The programme started on a pilot basis in 2005 with one school each in the 10 regions of Ghana. After the pilot phase of half-year, a first up scaling to 2 schools per district took off in 2006 followed by further extension of the programme in 2007 to 975 schools. Up to the year 2010 GSFP covered not more than 6 selected schools in each of the 170 districts, catering for over 1,040,000 of the school pupils nation-wide. In the long term GSFP seeks to contribute to alleviation of poverty and food insecurity in Ghana. The target districts for implementation of the programme were those that were poor, deprived and experiencing food insecurity, low literacy, low school attendance rates and high school drop-out rates. The short term objectives of the programme are the following; reduce hunger and malnutrition among children of primary and kindergarten schools in Ghana, provide nutritious meal a day to school children, increase school enrolment and attendance, increase pupil retention in schools and hence reduce drop-out rates, improve pupils academic performance in schools and boosting domestic food production.

In terms of funding, GSFP has joint sponsorship from the government of Ghana, the Dutch government and the World Health Organization (WHO). Funds from donors are expected to flow timely to ensure efficient and effective implementation of the

programme. The GSFP funds flow from the central government to the districts to supplement those from donors. The actors in the implementation are:

- i. District Implementation Committees (DICs)
- ii. School Implementation Committees (SICs)

The District Assemblies of the selected districts have a single role to provide schools with polytanks full of water and sanitation facilities. DICs have the supervisory role over the various agencies involved in the implementation. The agencies are District Education, Health and Agriculture directorates of the Assembly. The DICs are to ensure among other things the training of cooks in hygiene and nutrition.

The School Implementation Committee (SIC) in a beneficiary community is made up of the headteacher, a PTA member, the school prefect and the traditional chief or his representative. The committee is assigned a monitoring role. The SIC members are also responsible for the planning and the execution of the actual feeding. Each SIC is to receive funds from the DIC to procure the needed inputs and supervise the preparation of food. They are also to mobilise the community to support the implementation of the programme and create a link between the programme and the local farmers. Finally, they are to sensitize farmers about the opportunities offered them by the GSFP to cultivate for ready market.

The implementation of GSFP is decentralized and it takes different shapes in the various districts. This research is intended to examine its implantation at the Asunafo South District in the Brong-Ahafo Region to determine whether or not the implementation has been successful. This has become possible because the nature of the implementation has been greeted with various complaints by politicians, the media, parents, teachers and the

general public. The information of what is really happening is hard to guess. It is due to this lack of information about the implementation of the programme that this research is conducted. The research will look into the selection of beneficiary schools, training of cooks and the flow of funds as well as other issues connected with implementation.

1.1. Statement of the Problem

Since the start of the GSFP in 2005, people in the beneficial communities have raised various concerns about the inefficiencies and ineffectiveness in its implementation. The concerns are that, most of the objectives of the programme cannot fully be achieved. Chiefs, parents and teachers agree that whereas the School Feeding Programme is to improve the health of the pupils by providing one nutritious meal for pupils in every school day for 20 days in a month, it has created several problems for the schools. Among them are the fact that most of the GSFP schools in the Asunafo South District have not been provided with the necessary facilities and also the fact that in most of the schools, food is prepared and served for only three or four days instead of the five days intended for the programme. Moreover, the assessment of GSFP report (2008) indicates that de-worming does not take place at all in most of the beneficiary schools in Ghana and the Asunafo South District is no exception. Again, increased enrolments have taken place in the beneficiary schools as against the non-beneficiary school however, the high enrolment in the beneficiary schools has created high teacher-pupil ratio that is 1: 50 contrary to Ghana Education Service (GES) requirement of 1:30. There has also been increased number of untrained teachers due to the increase in enrolment in the schools. There has also not been correspondent increase in the provision of furniture, books desks, and classrooms for the schools. Lastly, the 2007 Action Plan targeted 80% purchase of

local foodstuffs but this has not been achieved due to dependence on imported food items, farmers' incomes have consequently not increased.

A research conducted by a Dutch NGO SNV (Netherlands development Cooperation) in the Eastern Region indicates that, only 20% food purchases are made locally.

As a result of the above problems the research intends to find out whether GSFP is succeeding in its implementation, and if it is not, identify the implementation gaps with special reference to training of cooks, flow of funds and selection of schools. *Ghana School Feeding Programme Review Report, 2008*

1.2. Objectives of the Study

The objectives of the study are to:

1. determine the state of public awareness of the implementation of the GSFP and whether they consider it as a good policy.
2. determine whether the stakeholders know and play their respective roles in the implementation of the programme.
3. find out whether the key stakeholders have been trained and whether they have been offered the necessary incentives to enhance the performance of their duty.
4. determine whether the programme has achieved the set objectives in education, health, agriculture and other related issues of social significance and if not what are the obstacles?
5. determine how to overcome the implementation gaps in the programme and difficulties in the implementation.

1.3. Research Questions

Questions addressed by the research for solution are:

1. is the public aware of GSFP and do they consider it as a good policy?
2. have all the actors involved in GSFP been playing their roles in the policy implementation as stated in the policy document and if not what factors contribute to their inability to perform as expected?
3. have the key actors of GSFP been given any training and incentives to enable them perform their respective duties?
4. have the objectives of the GSFP been achieved?
5. what are the key obstacles in the implementation of the programme?
6. what can be done by all stakeholders to achieve the objectives of the programme in the areas of education, health and agriculture in the Asunafo South District in particular and all communities of Ghana?

1.4. Significance of the Study

The economy of almost all developing countries in the world is characterised by rural poverty, unemployment, under employment and low income. Its agriculture is dominated by rural agriculture activity with low productivity and output, low food security, poor marketing channels and facilities. There is also poor nutrition and health among the school going age. Again, poor countries' economy portray low school enrolment, low pupil retention rate, high drop-out rate, low literacy rate, armed robbery, teenage pregnancy, prostitution and political inertia.

The UN and its agencies such as UNDP and governments of poor countries including Ghana have attempted to address issues related to poverty reduction and its eventual eradication. Any strategy intended to reduce poverty and eventually eradicate it is quite

welcome and must be applauded. GSFP is one of such strategies and its success lies in its implementation. This study is significant because it draws attention to the fact that GSFP is laudable and should be effectively and efficiently be implemented to achieve its objectives. It also attempts to draw attention to obstacles to the implementation of such an important poverty reduction programme as well as attempting to identify ways by which GSFP can efficiently and effectively are implemented to achieve the set objectives. Finally, it attempts to contribute to the enhancement of public policy implementation strategies in Ghana.

1.5. Limitation of the Research

GSFP has been selected by this research for study because of its benefits to the various communities and the economy as a whole. It is one of the policies of government intended to reduce poverty through; encouraging food production, food security and marketing of agricultural produce, increase literacy rate, especially among the poor in the society, improve quality and standard of education, nutrition, sanitation and health in the schools. The reasons for selecting Asunafo South District for study are that it is a newly created district, and a purely farming community where foodstuffs are always available but nutrition is poor and it also because it experiences low literacy rate especially that of female child.

A major limitation of the research is that GSFP in Ghana has been politicized and it is possible that the respondents are likely to give their political views instead of being objective. Indeed some respondents refused to respond to administered questionnaires for political reasons. The researcher also faced financial constraints when he travelled to all the six (6) pilot schools in the district and also to Accra where some relevant respondents are located.

CHAPTER TWO

LITERATURE REVIEW

2.0. Introduction

This chapter looks at the views, opinions, publications, research works and writing of people that are related to the study. The nature and purpose of public policy in general, the objectives of Ghana School Feeding Programme (GSFP), the concept of the world school feeding programme, review report on GSFP among other have all been dealt with.

2.1. The Nature of Public Policy

Public policy has been given various definitions and sometimes the definitions are based on motion and perceptions of what government does or does not do. Anderson (1990) for example indicates that public policy is anything governments choose to do. Turner and Hulme(1997) label public policy as anything government does to solve national problems of a given constituency. It could be a reform programme, what government wants to achieve, provision of needs and wants, correcting what is wrong and improper or tackling an economic problem.

Anderson (ibid) describes public policy as being goal-oriented and people centred. Bridman and Davis (1998) describe public policy as intentional action of government designed to achieve a stated purpose. This makes these authorities say that public policy is political in nature especially looking at how the GSFP is politicised in Ghana. Davis et al (1993) say that public policy has objectives but also in full of values and interest of policy-makers even though it is intended to distribute resources and ensure equity.

2.2. Purpose and Objectives of Public Policy

Public policy has the following purposes;

- i. it is adopted as an intervention strategy when free market fails;
- ii. it is also to achieve transparency, responsibility and accountability for the uses of public funds;
- iii. it is used to achieve equity and social justice in allocation of resources;
- iv. it is to meet needs and wants as well as solve problems

Public policy making has also become necessary because governments over the years especially the western world have all their policies geared towards intensifying private sector development. The purposes of GSFP are to address problems such as;

- i. poor school feeding and malnutrition among pupils in the schools
- ii. low intelligence among pupils due to poor nutrition
- iii. poor health of children due to poor sanitation and malnutrition

2.3. Objectives of Public Policy

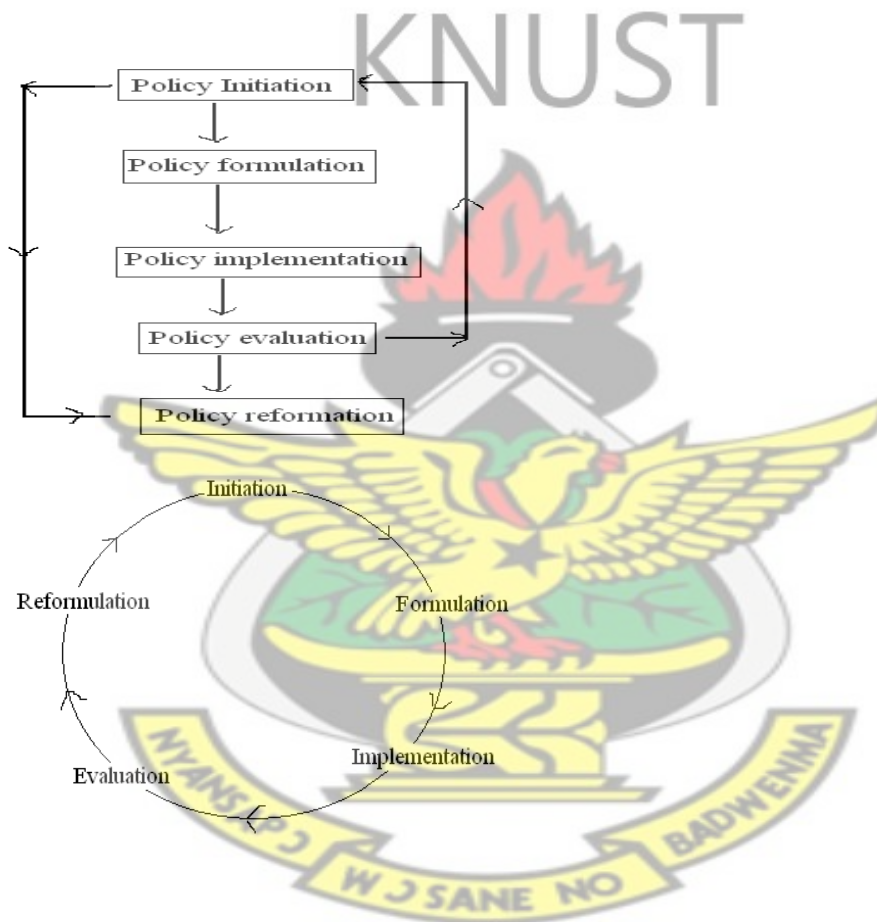
Public policy has the following objectives:

- i. provision of economic infrastructure and provision of the various collective goods and services
- ii. resolution and adjustment of group conflicts
- iii. protection of natural resources
- iv. provision of minimum access to public goods and services to target consumers.

2.4. Policy Cycle

Public policy making usually follows a series of steps using the cyclical model. It is a sequential process where the steps occur in a cycle and re occur. As shown below, the cyclical public policy making begins with initiation, formulation, implementation, evaluation and reformulation.

Figure 2.1



Source: Author's own design

To achieve its objectives, the initiation, formulation and implementation are very important and any meaningful evaluation is based on the initiation, formulation and implementation. Public policy making is in response to the demands of the people in the diverse areas of the socio-economic system especially in education, health, agriculture, public works and international relations. Some of these demands are presented to the

policy makers through the MMDAs, MDAs, the media, pressure and interest groups and other civil society organisations. These demands in addition to what has been stated in the party manifesto and ideology are analyzed and conceptualized into policy agenda.

The formulation and adoption stage of public policy is one of the most important stages in the policy cycle. This is where demands which act as inputs are processed into outputs in cabinet after which policy is formulated for approval by the legislature. Keete et al (1983), it is up to cabinet and the entire political executives to convince others especially legislators to agree to the policy. In other words cabinet approval of a policy option is followed by parliamentary ratification

2.5. Policy Appraisal

Policy implementation is a stage where a policy is executed. It is the stage where the wishes of policy-makers are translated into action. Perhaps it is the most important stage in a policy cycle. In Ghana many public development/plans, projects and programmes have been quite beautiful in their designs but have failed to achieve their intended objectives due to poor implementation and problems associated with poor formulation.

Two activities that are related to policy implementation measurement are policy appraisal and policy evaluation. Policy appraisal is a process whereby an analysis is made to determine the feasibility of the policy proposal. It takes place during the initiation and formulation before the policy is actually implemented. The pre-implementation appraisal helps to determine the possible obstacles to successful implementation, while the evaluation takes place after the implementation to assess the success or otherwise. Carley (1980) typifies policy appraisal as involving ex-ante analysis and ex-post analysis. Ex-ante analysis attempts to predict the consequences of various causes of action in policy

implementation. Ex-ante analysis as described by Carley is an anticipatory research, in that; it provides policy-makers information about whether or not the policy implementation will be successful. From Carley's classification ex-ante policy analysis of policy implementation uses the following methods;

- i. cost-utility analyses which include Cost Benefit Analysis (CBA) allows a policy maker to examine all feasible alternatives for rational policy choice and therefore predict the outcome of policy implementation.
- ii. impact analysis which helps the policy maker to assesses the environmental and social impact of policy before its implementation.
- iii. forecasting and future research which assists the policy-maker to link forecasted socio-psychological data with other data to establish the likely outcome of policy implementation.

Ex-post analysis by Carley's classification uses the following criteria to measure policy impact after its implementation.

- i. bench-marking certain social indicators such as improvement in health, education, income and welfare;
- ii. measuring the effect of the problem of the policy against set objectives to determine whether or not to abandon it or continue it;

Ex-ante analysis and ex- post analysis methods of policy appraisal helps to identify the success or failure of the policy before it is implemented.

According to Howe (1983) four traditional and critical components in policy implementation are execution, monitoring, evaluation and review. Once a public policy for problem solving has been set in motion key actors such as political executives, public

organizations and permanent executives are charged with the duty of execution, monitoring, evaluation and review. Two main approaches that have emerged in the assessment of these four activities for the purpose of determining the success or failure of policy implementation are;

- i. top-down approach
- ii. bottom-up approach

The top-down approach was devised by Howe (ibid), and according to him the top-down approach attempts to highlight policy implementation gaps which are actually obstacles that prevent policy implementation from being successful. Some of the obstacles mentioned by Howe are;

- i. failure to provide adequate resources for the implementation;
- ii. failure to obtain approval of the legislature and the beneficiaries;
- iii. failure to consider the appropriate agencies and persons responsible for the implementation;
- iv. a change in government due to change of development agenda.

The bottom-up approach on the other hand recognizes that policy making does end at the implementation stage but continues throughout the implementation stage which requires evaluation and review. As the policy process continues negotiations, bargaining and interactions take place over time among the key actors and interested parties. (*Bannet and Fudge (1981:25)*)

2.6. Policy Evaluation

Policy evaluation follows the implementation stage. Evaluation of a policy could be done in two ways. Firstly, through formative evaluation where ongoing policy process is evaluated in order to take timely corrective actions to ensure effective implementation of the process. Secondly, ex-post evaluation is calculated on the completion of the implementation process to determine mistakes, gaps and variances.

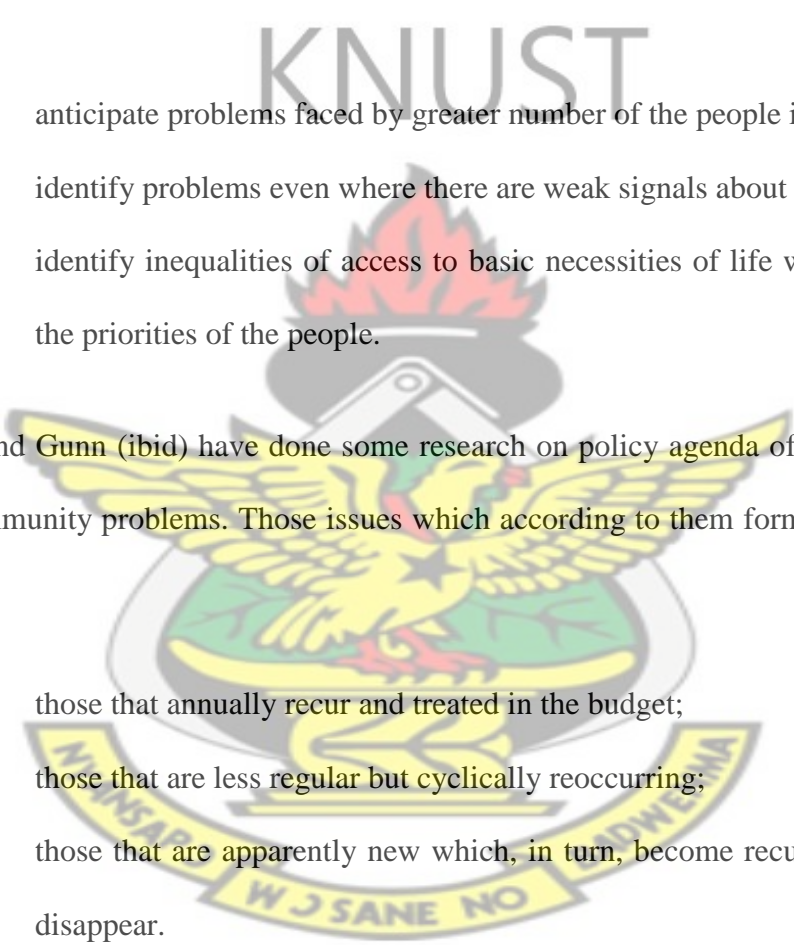
Specifically evaluation gives knowledge between expected and actual performance of a policy. It also gives knowledge about the extent to which problems have been alleviated and which call for adjustment or reformation of the policy. A policy can be abandoned, suspended, reformed or continued due to the outcomes at the end of the implementation

2.7. Re-formulation

The last stage on the policy cycle is policy adjustment or reformulation. This occurs when ex-post evaluation of a policy process has been done and fragmented evidence of problems has been identified. In an ideal situation where policy problems have been completely solved, its goals could have been met and the policy would be terminated. However, such an ideal situation is rare in the real world as Keefe et al (1983) put it. He says, “We do not live in an ideal world.” Therefore, in such a situation further analysis should be done by policy authority for an adjustment of the policy to be effected. This process makes a policy making unending cyclical process.

2.8. Policy Agenda

In poor countries such as Ghana, governments are faced continuously with series of demands from the constituents. The demands made are in the areas of education, health, housing, agriculture, public morals etc. According Hogwood and Gunn (1984) every government faces such demands and therefore it should be able to device strategies to determine whether or not such demand should be put on policy agenda. The steps outlined by Hogwood and Gunn in determining which demands should be on policy agenda are;

- 
- i. anticipate problems faced by greater number of the people in the country;
 - ii. identify problems even where there are weak signals about them;
 - iii. identify inequalities of access to basic necessities of life which are likely the priorities of the people.

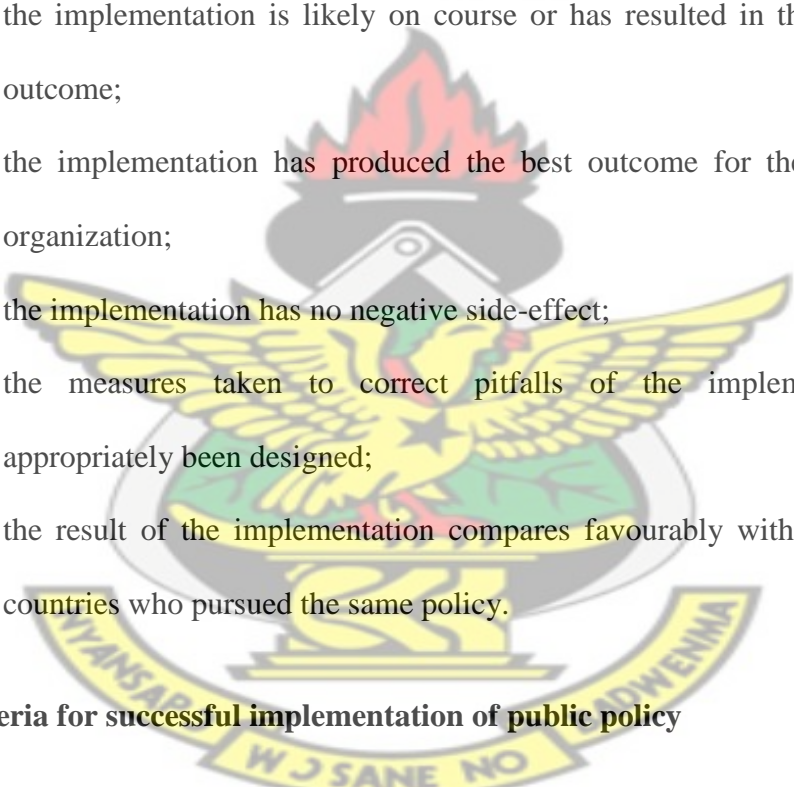
Hogwood and Gunn (ibid) have done some research on policy agenda of government in solving community problems. Those issues which according to them form policy agenda are;

- i. those that annually recur and treated in the budget;
- ii. those that are less regular but cyclically reoccurring;
- iii. those that are apparently new which, in turn, become recurring or quietly disappear.

Apart from placing emphasis on the above in determining policy agenda, Hogwood and Gunn (ibid) say that government policy agenda is primarily influenced by the ideology and manifesto of the government in power, public opinion, pressure and interest groups and changing condition in the political system or in line with Articles in the constitution.

2.9. Good Policy

Lewis and Wallace (1984) say that what constitute “good” policy is subjective but normally what is good in a policy is not when it is black and white but when it is implemented. In the view of Lewis and Wallace, a policy such as GSFP can be described as “good” when it is efficient and effective. Being efficient and effective means;

- 
- i. it identifies the right target group as beneficiaries;
 - ii. the policy objectives are achievable or will be achieved;
 - iii. the implementation is likely on course or has resulted in the best possible outcome;
 - iv. the implementation has produced the best outcome for the implementing organization;
 - v. the implementation has no negative side-effect;
 - vi. the measures taken to correct pitfalls of the implementation have appropriately been designed;
 - vii. the result of the implementation compares favourably with those of other countries who pursued the same policy.

2.10. Criteria for successful implementation of public policy

The criteria for measuring the success of policy implementation are related to both policy appraisal and evaluation. Policy appraisal requires identification of target groups and reaching them. Policy evaluation also requires identification of standard of success which includes comparing the policy implementation over time, with similar and with different agencies. According to Howe (1983) factors which are responsible for successful implementation of a policy are:

- a. appropriate design of the programme of activities in the policy;
- b. ability to identify appropriate institutions and individuals who are committed to the programmes and activities in the policy
- c. ability to set the right policy priorities
- d. political will of politicians to continue the policy even in the time of change of government;
- e. full involvement and participation of the beneficiaries and target groups in the programme design and implementation
- f. constant monitoring and evaluation of the programme to identify strengths, weakness, threats and opportunities for necessary actions.

2.11. Educational policy reforms in Ghana

The GSFP is conceived within Ghana government's education policy which is captured in educational rights of the citizen of Ghana in the Article 25 of the 1992 Constitution of Ghana. It states that;

- i. basic education shall be free and compulsory and available to all;
- ii. secondary education in its different form including technical and vocational shall be made generally available and accessible to all;
- iii. higher education shall be made equally accessible to all on the basis of capacity;
- iv. the development of a system of schools with adequate facilities at all levels shall be actively pursued by the government; (*Ghana 1992 Constitution Article 25*)

Several educational reforms and programmes have also been formed to give a better definition to the philosophy of education in the country which could result in the formation of a well behaved individual with requisite knowledge, skills, aptitudes and attitudes to which Ghanaians become functional productive citizens.

These educational reforms include:

- i. the introduction of Junior Secondary School (JSS) and Senior Secondary School (SSS) concept under the new educational reforms of 1987.
- ii. the JHS and SHS concept under the new educational reforms of 2004.
- iii. Free compulsory Universal Basic Education (fCUBE) of 1995 and girl-child education.

In terms of funding the education Act of 1961 shared the cost between the central government and the local authorities. Today central government is sharing the cost with the community organizations such as the Parent-Teacher Associations (PTAs) School Management Committees (SMCs) and donors such as Non Governmental Organizations (NGOs) such as USAID, EDSAC, GIDA, UNESCO, UNICEF, ADRA.

As part of the central government's commitment to its responsibility in funding, the Capitation Grant Scheme which provides GHC 4.00 per pupil per term in public schools was introduced in the 2005/2006 academic year to remove barriers that deter poor parents from sending their children to school. While the CGS provides financial support, GSFP provides nutritious meals and good health to strengthen basic education so as to make the concept of compulsory universal basic education meaningful. (*Teachers Guide 2009 Edition, White Paper on the Report of Educational Reforms Review Committee October 2004*).

In the long term both CGS and GSFP intend to reduce illiteracy rate, eradicate poverty, improve the health of pupils and boost agriculture production in the country.

2.12. The World School Feeding Programme

The United Nations has mandated its specialized agencies to establish co-operation agreement with member countries to eradicate poverty. These agencies such as the United Nations Development Programme (UNDP) have broad international responsibilities in economic, social, cultural and health fields.

Under the UN development assistance, UNDP has a mandate to promote higher standard of living, full employment, condition of economic and social progress and development. This is based on the belief that eliminating poverty and improving the well being of people throughout the world are necessary factors in creating world peace. (*UNDP Report 2003*)

The UNDP is mandated to assist developing countries to work and create their own national poverty eradication strategies based on the local needs and priorities. UNDP therefore provides among other things funding for innovative pilot projects such as GSFP. This idea is in line with the September 2000 Millennium Development Goals (MiDGs). The Ghana School Feeding Programme which is in line with the objectives of both MiDGs and GSFP intends to eradicate extreme poverty and hunger, achieve universal basic education by the year 2015 and promote gender equality and women empowerment.

According to UNDP these objectives are to be achieved through measurable targets by the year 2015. Many countries throughout the world including the Netherlands, South

Korea and the Philippines have in the years before the 2000 MiDGs adopted poverty reduction strategies including school feeding programme.

The Philippines for instance since 1982, have adopted the programme titled “Save the Children in the Philippines”. This is a child-focused policy which improves the education and the health of pupils and also helps children made vulnerable by endemic poverty, national disaster and armed conflict. Some of the children are thus provided with school-based health and nutritious services, school improvement de-worming medicine, such as Vitamin A and iron supplements particularly to children suffering from soil transmitted parasites and iron deficiency anaemia

In Swargipo city in Jeju Island in South Korea, pupils in the primary schools are given one nutritious meal a day. The funding is done by both central government and parents. Kenya and Ghana are examples of countries in Africa which have adopted school feeding programme in line with the 2000 MiDGs. (*Google School Feeding Programme in the world*).

2.13 African Initiative in Poverty Reduction through NEPAD

For many years, Africa has been finding solutions to poverty, ignorance and civic inertia. New Partnership in African Development (NEPAD) is an initiative of African leaders based on a common vision from and shared conviction that, they have pressing duty to eradicate poverty among their people.

The first five African countries to adopt the NEPAD initiative are Nigeria, Ghana, South Africa, Egypt and Algeria. Under the pillar 3 of this initiative, NEPAD has adopted a Comprehensive African Agricultural Development Programme (CAADP) which aims at increasing food supply and reducing hunger on the continent.

G.S.F.P. is part of Ghana's effort, in line with objectives of UN, MiDGs and Pillar 3 of the NEPAD Initiative, to eradicate extreme poverty. Thus the adoption of Ghana Poverty Reduction Strategies (GPRS I & II), as well as Ghana Educational Plan, and imagine Ghana free from malnutrition and food and agricultural development policies are consistent with both the UN MiDGs and the NEPAD initiative. (*NEPAD National Secretariat 2006*)

2.14. The objectives of GSFP

According to G.S.F.P. policy document, GSFP 2006 Programme Pilot Review Report, and Programme Document 2007-2010, the basic objectives of GSFP is to provide children in public primary schools and kindergartens with one hot nutritious meal prepared from locally grown foodstuffs on every school going day. The policy has a secondary objective of improving education, health and agriculture of the country. The health component involves the fact that pupils of the beneficiary schools are to be given good drinking water, de-wormed and fed in a good sanitary environment.

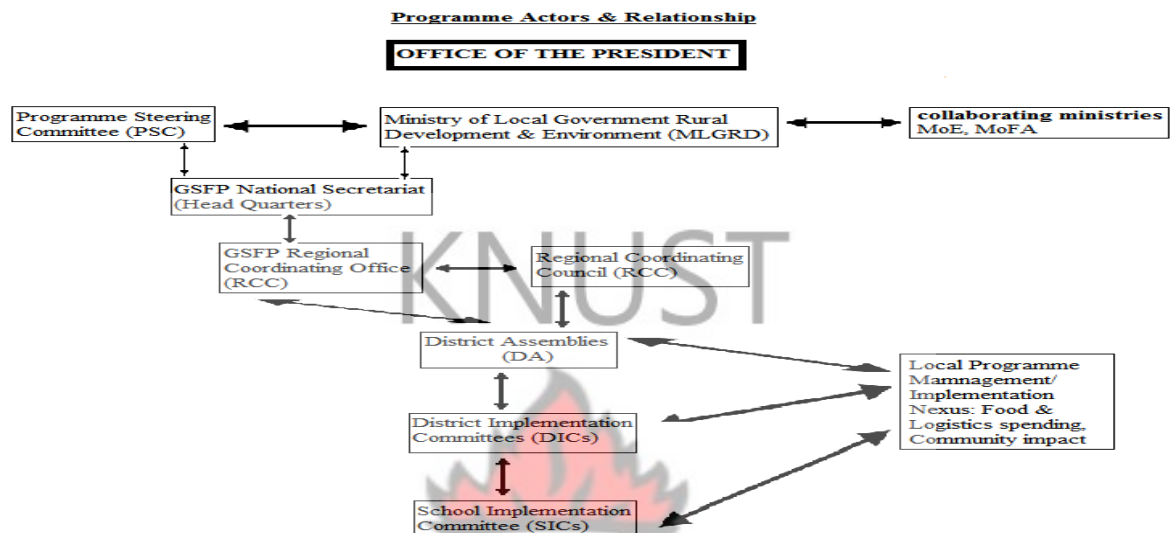
In line with improvement of education, enrolment of pupils will improve so as to achieve universal basic education. In the agriculture sub sector the patronage of locally produced goods will be and food security in the country will be achieved. Programme implementation partner organizations such as Netherlands Development Co-operation (SNV), (SEPD), and World Food Programme (WFP) are to carry out training sessions for caterers and cooks to enhance their capacities. The recruitment of caterers and cooks as required by SNV is based on an academic qualification and standard for hygiene. (*GSFP Pilot Programme Review Report, (2007-2010)*)

To achieve the objectives of the programme roles were assigned to the following key stakeholders as follows;

- i. the government made up of Cabinet and Parliament are responsible for passing the GSFP Bill to legitimize the operations of the programme and sourcing for funds;
- ii. the Ministry of Local Government and Rural Development (MLGRD), in collaboration of the Ministry of Education (MoE) is responsible for the implementation and supervision of the programme;
- iii. Ministry of Food and Agriculture (MoFA) is responsible for achievement of the agric objectives;
- iv. Ministry of Finance and Economic Planning (MoFEP) responsible for the release of funds;
- v. Ministry of Women and Children Affairs (MoWCA) responsible for monitoring and supervision;
- vi. GSFP National Secretariat responsible for the implementation of the policy at the national level. (*GSFP Annual Operating Plan 2008 page 11*)

Regional Coordinating Councils (RCCs) are to form the programme steering committee in every region. The RCCs are to plan and execute the programme with inputs from the national level. Each Assembly in collaboration with the DIC and SIC is to manage and implement the programme at the local level. They are in charge of food procurement and logistic spending. The Ministry of Agriculture through the District Agriculture Directorate is to sensitize the farmers to produce and supply foodstuffs. The Directorate is also to provide training for farmers especially cooperative farmer groups and assist them to access loans to increase their productivity. The DICs are in charge of planning

and monitoring of the programme in all the beneficiary schools whilst the SICs do the implementation and supervision in each school. Below is the structure showing actors of GSFP and their relationship



Source: GSFP Annual Operating Plan 2008, page 11

Institutional Framework for GSFP implementation

According to the Ghana government, the institutional framework for implementation of GSFP is designed to avoid corruption, embezzlements and misapplication of funds. The institutions responsible for the implementation are:

- i. Ministry of Local Government and Rural Development
- ii. National Implementation Secretariat
- iii. District Implementation Committee (MMDCE as chairman)
- iv. School Implementation Committee including PTA.

Other actors who play several roles in GSFP are SEND FOUNDATION INTERNATIONAL. Centre for Social Fertility and Agric Development (IFDC) Ghana

Agricultural Initiative (GAIN) and Plan International Ghana. Afford Foundation Calabash Foundation, SNV, Berea Social Foundation were involved as partners in the conduct and analysis of interviews on the Annual Operational Report Plan 2007 in Northern Ghana, Upper East Region, Volta, Western Region and Central Region respectively.

The GSFP Budget

To achieve the objectives of the programme, a budget was drawn for a five-year period. The budget was as follows;

Total Budget (2006 – 2010) : \$ 328.0m or € 270.0m

Capital Expenditure: \$ 15.0m

Operational Expenditure: \$ 287.0m

Other Expenditure: \$ 26.0m

Budget (2006)

Total Cost of programme: € 20.0 million

Contribution by Dutch Government: € 6.0 million (30%)

Contribution by Ghana Government: € 14.0 million (70%)

Source: GSFP Annual Operating Plan 2008-page 11

2.15. Policy Instrument on the School Feeding Programme

Public Ownership is a very important policy instrument in the implementation of public policy. Public ownership takes the form of state corporations, joint ventures, private-public partnerships, contracting out in the distribution of goods and services.

The GSFP was constituted under Section 2(2) of the Chieftaincy Act, 1971 (Act 370) directly implement school feeding programme rather than allow the private sector to do it. Under the programme policy document, there is heavy state involvement in the implementation plan.

A review of the GSFP annual operation plan 2008 indicates that, as at 2008, the government of Ghana had spent GH¢52,848,962 representing 79% of the entire cost, Royal Kingdom of Netherlands, GH¢12,835,473 representing 19% and the World Food Programme GH¢1,591,200 representing 2%.

2.16. Review of GSFP for the year 2008

A review Report of GSFP 2008 activities revealed that, 596,501 pupils were covered in one thousand, six hundred and ninety-eight (1698) schools across the country. The expansion of the programme was however resumed in November 2008 to address the disparities in beneficiary schools distribution. The programme as at 2008 covered 20% of all primary and kindergarten pupils in public schools across the country.

The Review Report saw the need to increase the feeding cost per child from GH¢0.30 to GH¢0.40 a day. Among the challenges identified by the report are the poor programme linkages with the local farmers contrary to what is stated in the policy document as well as the programme's inability to carry out the de-worming exercise as planned. Other problems include the in extensive involvement of the stakeholders especially Regional and District Directors of Education, and those of Health and Agriculture.

Annual Operating Plan 2009

The major source of funding according to the annual operation plan 2009 is from the government of Ghana, supported by the Royal Kingdom of Netherlands organisation (SNV) and the World Food Programme (WFP). The funding was to cover emolument, administration, service (operations), feeding cost and investment.

In Holland, through the UN Hunger Taskforce, the Dutch government was willing to support G.S.F.P. and as a result, several organizations and institutions in that country organized themselves into a platform called School Feeding Initiative Ghana Netherlands (SIGN) to support school feeding programme in Ghana. For example SNV a member of the SIGN in Holland served as a link between the organizations in Netherlands who were willing to support G.S.F.P. and institutions in Ghana involved in the implementation of the programme.

(SNV Food for Development December 2007 page 2)

Plan Activity

In view of the challenges identified under the 2008 G.S.F.P. review in respect of management and implementations, the following activities were to be executed to improve the implementation;

- i. GSFP Secretariat or MLGRD was to prepare a procurement and monitoring and evaluation plan for 2009;
- ii. GSFP Secretariat or DIC was to take inventory of the equipment.
- iii. G.S.F.P. Secretariat was to sensitize and strengthen the DICs and the SICs in the programme monitoring and evaluation;

- iv. training was to be conducted on Health and Nutrition for caterers and cooks by the G.S.F.P. Secretariat and District Nutrition officers;
- v. GSFP Secretariat representative and Ministry of Food and Agriculture were to develop seasonal menu
- vi. the Assembly, Beneficiary Communities, schools and other partners were to ensure that sanitation facilities especially toilet in beneficiary schools are provided
- vii. S.F.P., D.A.S, G.E.S., G.H.S., UNICEF are to facilitate regular de-worming of the pupils.

2.18. Review of Management Structure

A five-member committee set up by the Ministry of Local Government and Rural Development (MLGRD) on 5th June, 2009 was to review the management structure of the GSFP.

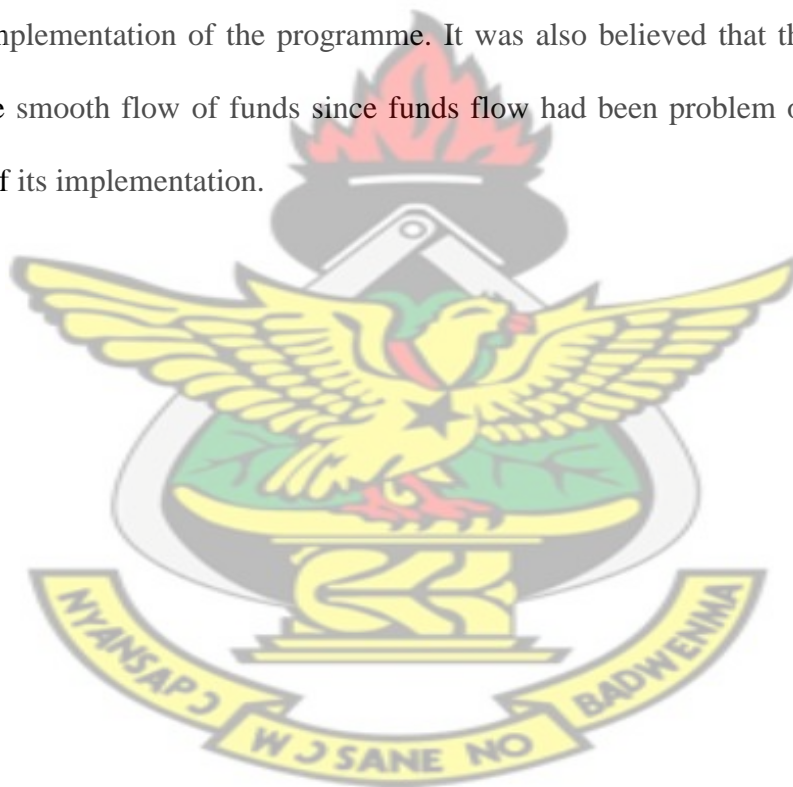
One of the tasks of the committee was to make recommendation as well as assess measures that have been put in place to ensure the compliance with the laid down rules and regulations on GSFP implementation. (*The Daily Graphic June 6th 2009 Edition, page 6*)

The laid down rules and regulations was contained in the GSFP. Administrative Guidelines authored by the Ghana Audit Service was launched by GSFP Secretariat and the MLGRD in collaboration with the Auditor-General Department.

Based on the above administrative guidelines, the committee was to look at the mode of award of contracts under the GSFP and determine whether it conformed with the Public Procurement Act 2003 (Act 663). This was in response to various complaints made by

some stakeholders on the award of contract to caterers. The committee was also to come out with the best recommendations that would help realize the full potential of the GSFP namely, achievement of education, health and agricultural objective set in the programme.

Finally the committee was tasked to explore more avenues for sustaining the donor-driven GSFP support which was expected to end by June 2010. The committee's work was necessitated by the serious criticism against the management of GSFP. It was believed that, the committee's report would unravel the various problems encountered since the implementation of the programme. It was also believed that the findings may improve the smooth flow of funds since funds flow had been problem of GSFP for the past years of its implementation.



CHAPTER THREE

RESEARCH METHODOLOGY

3.0 Introduction

The research examines the implementation of the GSFP in the Asunafo South District. The researcher designed a plan to visit, interview and administer questionnaire in the six pilot beneficiary schools in order to obtain data to answer research questions. The profile, population, sample size, method of sampling on the population, the instrument of the study, data collection procedure, data analysis, validity and reliability of the research instrument have been described.

3.1 Profile of the Study Area

Asunafo South District is in the Brong Ahafo Region. It is one of the new districts created in the year 2004 under Local Government Act, Act 462(1993). It was created out of then Asunafo District. By the 2000 Housing and population census, the District had a population of 171,709 and land area of 2116km². The District shares boundary in the north with the Asunafo North District and south with Sefwi-Wiaso District in the Western Region.

The Asunafo South is blessed with two Senior High Schools with population of about 800 in both schools. At the basic level, it has 61 kindergartens, 70 Primary schools and 41 Junior High Schools. The pupils' population at this level numbers up to 28420 with 800 teachers instead of 1106. With the introduction of Capitation Grant and the GSFP, the enrollment of pupils at this level has increased by 5%. The drop out rate within the 9-year basic education has decreased by 90% also due to the fact that the FCUBE is at its height of implementation and also the national campaign against the uses of child labor on cocoa

farms. Parents as a result fear to compromise with dropout of their wards. In term of infrastructure for schools, 80% of the classrooms have been built by the District Assembly and some NGOs. This is in line with government's policy to improve the living standard of the people. The education in the Asunafo South District is not without problems. There are inadequate teachers and about 40% pupils drop out of school after Basic Education due to the poor performance of pupils at the BECE and also low income level of parents. In spit of this, most of the pupils see education as another way of improving their living standard apart from the cocoa farm their parents own, especially when they see government officials and local leaders as a source of inspiration to further their education.

On health facilities, the district has one government hospital, one health centre and 6 clinics. The health workers from these centers often embark on immunization programmes against diseases such as polio, measles, convulsion etc in schools and homes. With the introduction of the National Health Insurance Scheme, parents are able to access affordable healthcare for their children. That notwithstanding the Asunafo South District healthcare does not have all the necessary equipment and materials to facilitate service delivery

As a result, diseases especially buruli ulcer which is endemic in some of the communities in the district is referred to Goaso Government Hospital in the Asunafo North District which is already under pressure from its growing population. In view of poverty in the District, most of the pupils mostly in the small communities are malnourished especially in the off-bumper harvest and off-cocoa seasons. GSFP is therefore a relevant policy to the people in the Asunafo South District

On the issue of sanitation, almost all the communities have been provided with public toilets (KVIP). Some of the newly built classrooms are also attached with toilet

facilities. This has indeed avoided littering about of faeces by pupils which is a source of cholera outbreak. Some of the big communities are also supported in refuse disposal by Zoom lion Sanitation Company. However, most of the schools as well as some communities do neither have refuse disposal containers (dustbins) nor a source of drinking water.

The Predominant crops that are produced in the District apart from cocoa are foodstuff such as plantain, cassava, cocoyam and vegetable such as pepper, tomatoes, garden eggs and cabbage. These crops apart from the vegetables are produced in subsistence level yet, because about 90% of the population are farmers, food is always in abundant at the market and to feed the GSFP in the main harvest seasons but short in supply in the lean seasons.

Again in view of the lack of storage facilities and ready market for perishable crops like the vegetables and plantain, post harvest loss is about 99% in the main harvest seasons thereby causing shortage and high price of the farm products. Significantly, as a farming community, local food crops are preferred more than the foreign ones. Fufu is the main staple food while rice is seldom used as supplement and also for variety, but its purchase is met with price constraints.

Lastly, as the cocoa producers enjoy free spraying of their cocoa against diseases, insects and pest, sometimes the vegetable farmers get subsidized fertilizers from the government through the District Assembly. Some of the farmers also get financial support from the constituency Development Fund. (M.Ps common fund) to purchase small water pumping machines for their crops

Income Distribution

The people of Asunafo South District are predominantly farmers. Only 1.01% is government workers. Of the government workers, about 80% are teachers. Parents who are mostly farmers source their income from their yearly cocoa harvest and excess foodstuffs sold from their subsistence farming. At bumper cocoa harvest seasons, parents get money and are able to feed their children well and pay their school needs as well. Part of this money is also used to put-up buildings or renovates them for their families. However, some farmers do not neither reinvest their money nor save some at the banks. It is not surprising therefore to see parents appearing to be poor in the off-cocoa seasons. Farmers in the Asunafo South District have the potentials to reinvest their surplus money in buying and selling especially sale of agricultural input as well as undertaking commercial maize and rice production especially since there is an irrigation project under construction at Noberkaw, one of the communities in the district.

Other Economic Activities

Apart from farming, other economic activities include small scale industries such as saw-mill operations, sachet water production and the operations of private cocoa purchasing companies. These operations, in addition to the National Youth Employment Programme have contributed only less than 2% of the employment rate in the District.

Adult literacy level stands at 40% since most of them in their early ages were made to engage in cocoa farming instead of being sent to school. However, 80% of school going children today are in school partly due to the capitation grant and the School Feeding Programme.

The District is a cocoa farming area yet it ranks high in poverty rate in the region. This is due to lack of ready market for the food products such as foodstuffs and vegetables which they cultivate. The researcher designed a plan to visit, interview and administer questionnaire in the 6 pilot beneficiary schools in order to obtain data to answer research questions. The population, sample size and the method of sampling on the population, the instrument of the study, data collection procedure and data analysis and validity and reliability of the research instrument have been described.

3.2 Research Design

The research is a case study. Questionnaires, observations and interview guides were used to solicit information from the respondents. The respondents answered the questionnaires freely in their own words. The questionnaire and the interview methods were appropriate in view of the number of stakeholders involved in the GSFP.

The observation method was also ideal since it helped the researcher, to inspect for himself the facilities, utensils, kitchens and environment involved in implementation of the programme. The research was designed taking into accounts the problems involved in the implementation of the programme. This is because policy implemented on a pilot basis either give positive or negative feedback. As Haywood and Gun (1984) point out, “unsuccessful implementation happens when a policy is carried out in full as intended but may fail to produce the desired or expected result”

3.3 Population

The target population consisted of all the stakeholders involved in the GSFP in the Asunafo South District, namely staff of Education, Health and Agriculture Directorates, the caterers, Headteachers, pupils, farmers, chiefs and opinion leaders, the District Chief

Executive and other administrators, MPs, Presiding Members, Assembly Members and food suppliers.

3.4 Sampling Procedure

In the research, both random and non-random sampling methods were used. Judgmental non-random sampling was used where the selection of the sample size and respondent is based on the judgment of the researcher taking into account that, those selected are the key individuals who can give information required for the study. This sampling method was used since the various stakeholders indicated by the GSFP were in the best position to provide the needed information.

The simple random sampling where every individual of the population is given the equal chance to be included in the sample was also used.

In sampling the opinion of the pupils in each beneficiary school, systematic sampling was used. This method was convenient since the entire population of pupils in all the beneficiary schools numbering 1773 was very large giving approximately 296 pupils in each school. The average class enrolment was 37 in each of the 48 classes from kindergarten to primary six classes in each of the 6 pilot schools.

The population in each of the schools was also different; therefore the researcher applied the systematic sampling method. For instance, Sienna L/A primary has the enrolment figure of 440 pupils, and based on systematic sampling, regular intervals of 88 was used to select five respondents. This was based on the systematic sampling formula below

$$K = \frac{N}{n} \qquad K = \frac{440}{5}$$

$$K = 88 \text{ respondents}$$

Where N is the number of pupils (sample population) and

n(5) is the number of respondents selected for interview

K is Constant (intervals).

The first sample unit of 2 within 0-10 was randomly selected. This means that from every eighty-eight (88) pupils one was selected as a respondent. Similar technique was applied in all the other beneficiary schools to obtain 6 pupil respondents each from all the beneficiary schools. Judgmental non-random sampling was also used to obtain information from all the other respondents who are DIC and SIC members, farmers, caterers, agricultural extension officers and policy makers. This method was appropriately used, since the various stakeholders in the policy have already been mentioned in the policy document. Therefore the method was applied to obtain the necessary information from the stated stakeholders.

3.5 Classification of Respondents and Sample Size

Respondents consisted of the following;

Respondents	Frequency
DICs/SICs	24
Health Workers	06
Pupils	30
Parents and Guardians	06
Farmers	06
Chiefs and Opinion Leaders	10
Teachers	12
Headteachers	06
Caterers	06
Assembly Staff	05
GNAT Officers	04
Agriculture Officers	10
Suppliers and Contractors	07
GES staff	08
Politicians	04
Total	150

3.6 Research Instruments

Data were collected from primary and secondary sources. The primary data was collected from the respondents through administration of questionnaires, interviews and observations whilst the secondary data was obtained from publications as well as education, health and agriculture statistics. Primary data collection instrument include questionnaires, interview guides, discussions and observations. Interviews and discussions were used since part of the population is illiterate. The questionnaires were divided into two parts. Part one covered the background of respondents with respect to their ages, sexes, marital statuses and professions. Such demographic descriptions were necessary since in the view of the researcher would influence responses of respondents

Part two of the questionnaire was designed to solicit information from respondents through both close and open-ended questions. Face-to-face interviews and discussions were used between the researcher and cooks, caterers and teachers. The issues discussed included increases in school enrolments, inadequate furniture, pupil-teacher ratio, the service condition of cooks and other attendants, provision of kitchen and polytanks with water, food preparation and distribution as well as difficulties encountered by caterers as a result of irregular flow of funds.

Questionnaires

- i. Close-ended individual-assisted questions were employed to obtain information relevant to the study. This made the study more focused and specific in terms of measurement and time reduction. The importance of the method lies in its ability to minimize bias and checking of differences in responses to determine the

reliability of the information. Thus, the questions were used to obtain information about the achievement of the three objectives and implementation of GSFP.

- ii. Open-ended questionnaires were also used to obtain qualitative data for the research. The method was effective since it opened doors to different unclassified responses and enabled the respondents to give their own justifications for their answers. The two questionnaires/interview guides designed had 11 questions each. In some cases respondents were required to give opinions and express views. They were encouraged to give suggestions and recommendations. These enabled respondents to give short answers to questions rather than long explanations and expressions. This helped the researcher to get actual meaning of what respondents said and wanted to say.

3.7 Interviews

The researcher personally interviewed respondents on issues related to preparation of the food, kitchen arrangement, sanitation, water storage and many more. Two different types of interview questions were administered to the respondents. They are

- i. questions to be answered by DICs/SICs members and other stakeholders
- ii. questions to be answered by pupils in the beneficiary schools

Some respondents answered questions in Akan language whilst others were assisted by interpreters. Clarifications were sought, when the need arose.

3.8. Test of Data Collected

The data results were tested, analyzed and interpreted in respect of their categories, patterns, responses and trends. Interview notes and information were considered, coded and compiled manually and fed to the computer for analysis.

Some conclusions were drawn from the responses to the questionnaires, interviews and observations. Tables, graphs and charts were used to represent responses received. From the table, charts and graphs some analyses were made and conclusions drawn on the implantation of GSFP



CHAPTER FOUR

DATA DISCUSSIONS AND ANALYSIS

4.0 Introduction

This chapter deals with the presentation and analysis of data gathered. The data are presented on frequency table and percentiles before making analysis and interpretations. The chapter also covers general information about respondents and subject matter of the study.

4.1 Background information about respondents

13.4% of the respondents were (farmers, food suppliers and caterers) who expressed their views about the impact of GSFP on their output, production, level income and size of their farms. Another 4.35% were health workers who were involved in de-worming pupils as a package of GSFP. Agricultural officers formed 5% while teachers and GNAT members constituted 8.7%. DICS/SICs respondents were 21 and constituted 18.26% of the total respondents. Pupils formed 31.3% whilst assembly staff, parents, guardians and opinion leaders constituted 10.43%.

Two different questionnaires were designed, one for pupils and the other for all the other stakeholders. In all a total of 150 questionnaires were administrated. Out of the number, one hundred and twenty (120) questionnaires were returned representing 80% and the remaining thirty (30) representing 20% were not returned. The number returned but rejected were five (5) representing 20% and one hundred and fifteen (115) representing 76.67% were accepted.

4.2 Analysis of the main data

This is the second section of the chapter. It concerns itself with the analysis of the items on the questionnaires with the view to answering or addressing the subject matter of the study. Each table gives specific views of respondents on the implementation of GSFP.

4.3 GSFP as a good policy

This question item seeks to find out from the respondents if GSFP is a good policy. Three tables have been used to elicit the responses from the respondents.

Table 4.1/ Figure 4.1: Respondents views on whether GSFP is a good policy

Respondents	Total respond	Yes	Percent	No	Percent
DICs & SICs	21	19	90.5	2	9.5
Pupils	36	32	88.9	4	11.1
Politicians	08	6	75	2	25.0
Agric/health	13	10	76.9	3	23.1
Teacher/GNAT	10	8	80	2	20.0
Farmers/Cat/Food suppliers	15	15	100	0	0.0
Dist Ass / staff	22	7	58.3	15	41.7

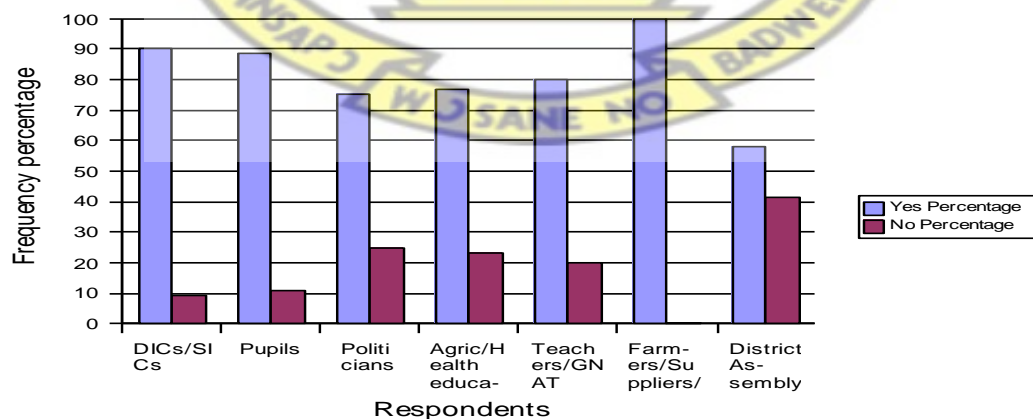


Figure4.1

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Source is Field survey April 2010

From table/figure 4.1, 90.5% of DICs/SICs respondents agree that GSFP is a good policy whilst 9.5% disagree. 88.9% of pupils, 95% of politician, 96.9% of Agric/Health officers, 80% of Teachers/GNAT, 100% of Food/Suppliers/Caterers indicated that GSFP is a good policy. In all, 97 respondents representing 84.3% agree that GSFP is a good policy whilst only 18% disagree.

Table 4.2 a table indicating respondents' reasons why GSFP is not a good policy

<i>Reason</i>	<i>Frequency</i>	<i>Percentage</i>
1. Quality and quantity of food cannot be assured	6	33.3
2. Transparency in the uses of fund cannot be assured of	4	22.2
3. Parents will be responsible	2	11.1
4. Financial burden on government	4	22.2
5. Pupils mind will be on food instead of learning	2	11.1
<i>Total</i>	<i>18</i>	<i>100</i>

Table 4.2 also gives the reasons; respondents gave to justify the point that GSFP is a good policy. Reduction of malnutrition among pupils 15(15.46%) ranks high among the list, of the reasons followed by improvement in education 13(13.40%), boosting of enrolment 12(10.30%), reduction of parent burden 10(10.30%), enhancing teaching and learning 10(10.30) boasting of agriculture etc.

Generally, most of the respondents who are parents agree that, GSFP is a good policy largely because they see it as one of the social interventionist policy intended to reduce their financial commitments, improve their children's health and the living standard of the people in the long term.

Table 4.3 Reasons given by the respondents on GSFP as a good policy.

Reasons given by Respondents	Frequency	Percentage
Improvement of education	13	13.40
Reduction of burden of parents	10	10.30
Reduce malnutrition among pupils	15	15.46
Boosting school enrolment	12	12.37
Enhancing teaching and learning	10	10.30
Improving health of pupils	11	11.34
Agric will be boosted	10	10.30
Employment creation	8	8.25
Increasing retention in school	8	8.25
TOTAL	97	100

Source Field survey April 2010

From *table 4.3*, those who disagree that GSFP is a good policy gave their reasons. Six respondents representing 33.3% doubted that good quality food is served to pupils. As many as 22.2% of respondents were of the view that, disbursement of funds to caterers was transparent. This scepticism of respondents might stem from the belief of the growing corruption in most of the public services in the country. That notwithstanding, the respondents who are stakeholders of GSFP could learn from Lewis & Wallace (1984) criteria for efficient & effective policy which demands that, “measures taken to correct pitfalls of the implementation has appropriately been designed”. *Table 1c* sums up these pitfalls and therefore collective effort is needed from the stakeholders to check all malpractices that will bedevil the programme.

4.4 Awareness of GSFP/GSFP Laws

To the question as to whether respondents are aware of GSFP, responses of respondents are shown in Table 4.4 and 4.5.

Table 4.4 Respondents views on the awareness of GSFP/GSFP Laws

Respondents	Yes	Percentage	No	Percentage
DICs/SICs	21	100	0	0
Pupils	36	100	0	0
Politicians	8	100	0	0
Agric/Health/Education	7	53.85	6	46.15
Teachers/GNAT	8	80	2	20
Farmers/Caterers/suppliers	8	53.33	7	46.67
District Assembly Staff	8	66.67	4	33.33
TOTAL	96	83.48%	19	16.52%

Source Field survey April 2010

From Table 4.4, Out of the 115 respondents 96(83.48%) as against 19(16.52%) are aware of GSFP and its laws. All the DICs/SICs, pupils and politician respondents, indicated their awareness of the programme, perhaps, because they are the implementers, key stakeholders and policy makers respectively.

Table 4.5; A Table showing means through which GSFP is known to respondents

<i>Respondents views</i>	<i>Frequency</i>	<i>Percentage</i>
On the newspapers	26	22.61
Radio & Television	12	10.43
Through teachers	20	17.39
Through politicians	27	23.48
Found in pilot schools	30	26.09
TOTAL	115	100

Source Field survey April 2010

From Table 4.5, 26.04% representing majority of the respondents indicated that they heard of GSFP when it was being implemented in the pilot schools. Those who heard from politicians represent 23.48% whilst those who heard through teachers represent 17.39%. The rest 22.61% also had the information from newspapers and 10.13% from radio and television.

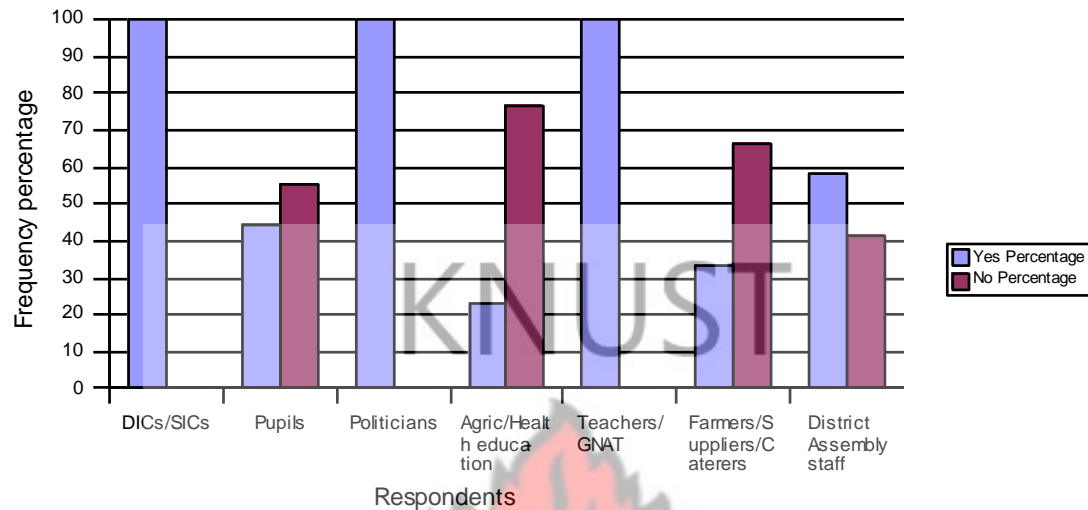
Generally, the high percentage (83.48%) of the response to the awareness of the implementation of GSFP gives an indication of high publicity made on the programme and also the fact that most of the respondents are literate, who might have read from the newspapers.

4.5 Roles played by stakeholders

This item is to find out whether stakeholders are playing of their respective roles in the implementation of GSFP.

Figure 4.2 showing

Respondents view whether or not key stakeholders play their roles effectively



Source Field survey April 2010

From Figure 4.2;

- i. All DIC and SIC members who are respondents say that key stakeholders are playing their roles effectively
- ii. 44.4% of respondents who are pupils agree whilst 55.6% don't agree
- iii. 100% of respondents who are politicians agree
- iv. 23.1% of respondents who are Agric/Health/Education agree whilst 76.90% do not agree.
- v. All respondents who are teachers and GNAT members agree
- vi. Out of 33.3% of respondents who are food suppliers and caterers agree while 66.67% do not agree.
- vii. 58.3% of respondents who District Assembly Staff agree while 41.6% disagree

Table 4.6, Showing role played by stakeholders of GSFP

Stakeholders	Roles
DDH	Ensuring hygiene and health needs of food preparation
DCE/ DCD	Monitoring, supervision and prudent management of funds
DDE	Coordinating, monitoring and selection of beneficiary schools
DDA	Education of farmers and ensuring food production in the communities and food supply
CATERERS	Cooking the food
FOOD SUPPLIERS	Food procurement
FARMERS	Production of food items
TEACHERS	Supervision of food preparation and teaching
CHIEF	Supervision of food supply and preparation

From the Table 4.6, respondents confirmed their knowledge about the roles the stakeholders play by indicating their supposed functions. For e.g. the District Director of health is to ensure that food is prepared in a hygienic condition whilst the District Director of Education is to provide educational needs of the programme. In sum, the views of the respondents from the two tables give adequate information about the role to be played by each stakeholder. The researcher believes that, what is left to ensure efficiency in the performance of their duty is commitment to their assigned roles.

4.6 Training of Key Actors

To the question whether or not key actors in the implementation such as DICs/SICs, Caterers, and Farmers were trained, the responses given by respondents are indicated in table 4.

Table 4.7 Respondents views on training of stakeholders

	DI Cs / SICs				CATERERS				FARMERS			
Respondent	Yes	%	No	%	Yes	%	No	%	Yes	%	No	%
DI Cs/SICs	11	52.4	10	47.6	5	23.81	16	76.2	4	19.05	17	80.95
Politician	4	50	4	50	5	62.5	3	37.5	2	25	6	75
Agric/Health/Education	5	38.46	8	61.54	4	30.77	9	69.23	6	16.15	7	53.85
Teacher / GNAT	6	60	4	40	8	80	2	20	0	0	10	100
Farmers/Suppliers/Caterers	5	33.33	10	66.67	3	20	12	60	0	0	15	100
Dist Ass Staff	6	50	6	50	5	41.67	7	58.33	4	33.33	8	66.67

37 (46.83) 42 (53.16) 30 (37.97) 49 (62.03) 16 (20.25) 63 (79.75)

Overall Yes Average 83(35.02%)

Overall No Average 154(64.98)

Source: Field survey April 2010

From table 4.7, 42(53.16%) of respondents indicated that DICs/SICs have not been trained for the programme whilst 37(46.83%) said they have been trained. On caterers training, 49(62.03%) as against 30(37.97%) also said that caterers have not been trained. Finally 63(79.75%) of respondents against 16(20.25%) indicated that farmers have not been sensitized. The overall average of the respondents views on training of DICs/SICs, caterers, farmers stand at 64.98% as against 35.02%. The low response to the training of these stakeholders is likely to create implementation problems. Response from the stakeholders themselves such as caterers (66.67%) and DICs/SICs (47.6%) indicated that they have not been trained. This, the researcher believes that the lack of training could be attributed to lack of funds, ill preparation of the programme and the change of

government. The few who said they have been trained (35.02%) might have had some training but not enough to skill them for the programme.

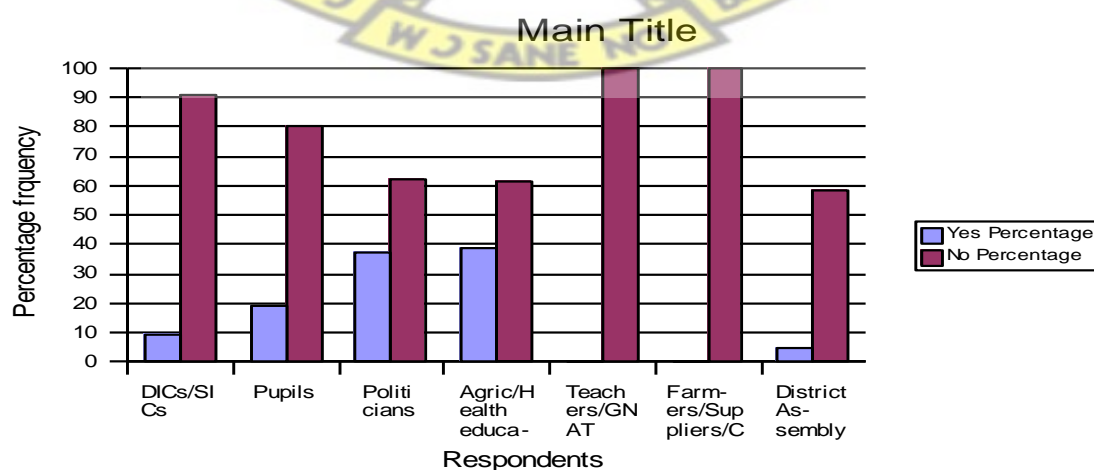
4.7 Motivation and incentives for farmers

The question as to whether GSFP provides incentives to farmers to produce more food, the views of respondents are shown in the table below;

Table 4.8/ Figure 4.3 Respondents views on whether farmers have been given incentives

Respondents	Yes	%e	No	%
DI Cs/SICs	2	9.52	19	90.52
Pupils	7	19.44	29	80.56
Politicians	3	37.5	5	62.5
Agric/Health Education officers	5	38.46	8	61.54
Teachers/GNAT	0	0	10	100
Farmers/Sup/Caterers	0	0	15	100
Dist Ass Staff	5	4.67	7	58.33
Total	22 (19.13%)		93 (80.56)	

Figure4.3



Source: Field survey April 2010

From *Table 4.8 figure 4.3*, as many as 19 DICs/SICs respondents representing 90.5% indicated that GSFP does not provide farmers incentives to produce more. The farmers themselves 15(100%) in addition to teachers/GNAT group (100%), pupils (80.56%) and politicians (62.5%) confirmed it.

On the whole as many as 80.56% say the programme does not motivate farmers whereas only 19.13% say it provides incentives or motivations to farmers.

Table 4.9 Some incentives respondents say offered to farmers

Incentives	Frequency	Percentage
Fertilizer	5	22.75
Pesticides	2	9.09
Cutlasses	5	22.73
Farm boots	2	9.09
Spraying machine	2	9.09
Insecticides	4	18.18
Money	2	9.09
Total	22	100

Source: Field survey April 2010

The remaining 22(i.e. 19.13%) who indicated that motivation and incentives have been offered to the farmers mentioned some incentives given to farmers as depicted in *table 4.10* as follows; fertilizer and cutlass 5(22.75%) each, incentives 4(18.18%) pesticides, farm tools spraying machine and money 2(9.09%) each.

The high percentage (80.87%) of no incentives and motivation offered to farmers give impression of ill-preparation of the programme. Those who indicated that incentives and

motivation have been offered to farmers 22(i.e.19.13%) might have been influenced by the free mass cocoa spraying exercise going on in the cocoa producing regions in the country, which the Asunafo South District, the case study of this work is no exception. The researcher's personal investigation also reveals that, some subsidized fertilizers, cutlasses, insecticides and pesticides were distributed to the farmers from the Asunafo South District Assembly. This, the researcher believes might have influenced the 19.13% respondents.

4.8 Benefits of GSFP to farmers

Table 4.10 a table showing Respondents views of the benefit farmers may derive from the GSFP

Respondents view	Frequency	Percentage
Ready market for their products	26	22.61
Motivation to produce more	9	7.83
Increased income	23	20
Improvement of living standard	16	13.91
Increase their farm size	20	17.39
Improve their housing	12	10.43
Training in modern farming methods from the Agric officers	9	7.83
Total	115	100

Source Field Survey April 2010

From Table 4.10, majority of the respondents 26(22.61%) believe that GSFP will provide ready market for the farmers in the beneficiary communities. The list of benefits of GSFP

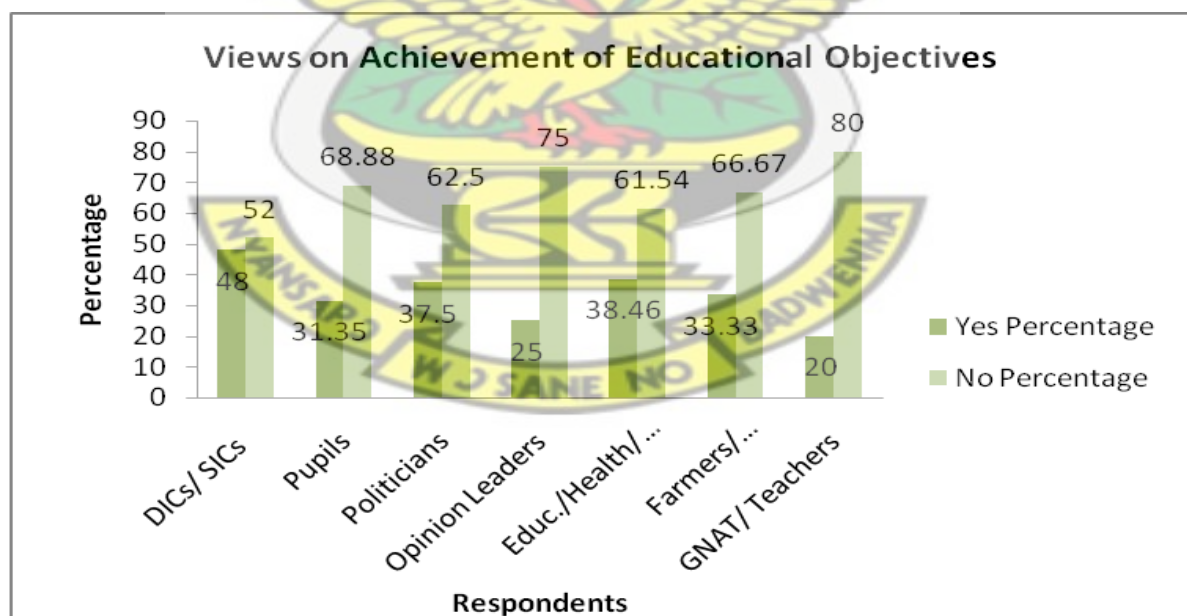
to farmers shown in the *table 4.10* indicates that respondents have an idea about the benefits of GSFP to farmers. The rest of the respondents view in order of high frequency are; increase income for farmers 23(17.37%), increase their farm size 20(17.9%), improve living standard etc. Most of these responses came from the elite group among the respondents such as DICs/SICs, Teachers/GNAT, Politicians etc who might have read about the benefits of the three components of the GSFP especially the agriculture.

4.9 Achievement of the objectives of the GSFP

This section looks at the achievements of the three objectives of the GSFP namely, education, health and Agriculture.

4.9.1 Achievement of educational objectives

Figure 4.4: Shows respondents view on the achievement of educational objectives.



Source: Field survey, April 2010

From *Table 4.11/Figure 4.4*, 13 of DICs/SICs representing 54% indicated that educational objectives of GSFP have been achieved. All the other respondents especially Teachers/GNAT group (80%) also agreed that GSFP is successful. In all, 72.17% as against 27.83% agree that education is improving because of the implementation of GSFP.

Table 4.11 Justification of high enrolment rate or achievement of educational objective

Responses	Frequency	Percentage
So many pupils are to be fed.	22	26.51
Pupils admitted termly	12	14.46
Pupils to teacher ratio is high	11	13.25
Retention has increased	07	08.43
Number of KGs over 60 in a class	09	10.84
Pupils leave other school for GSFP Schools	09	10.84
Shortage of furniture	13	15.66
Total	83	100

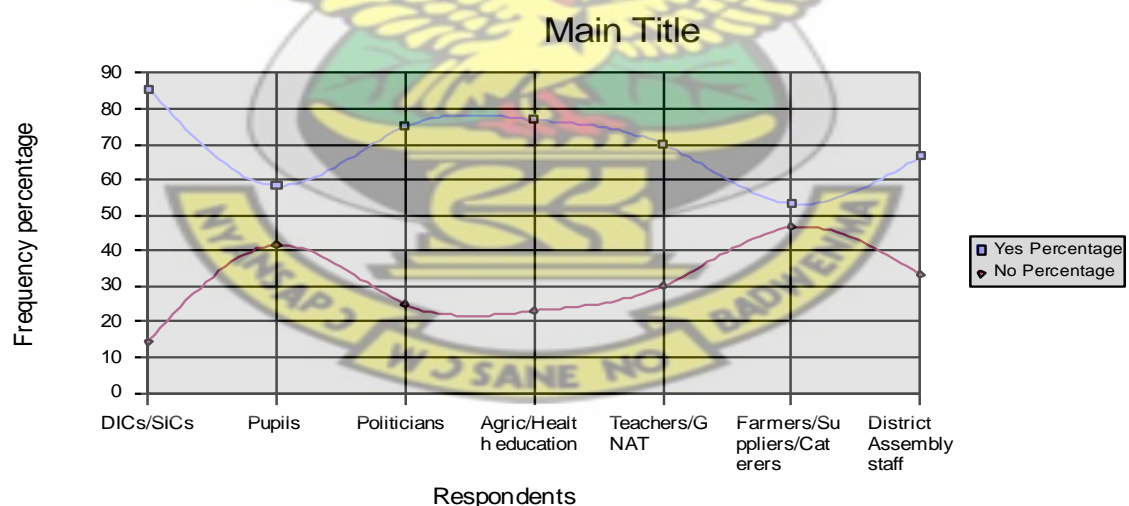
Source: Field survey April 2010

From *Table 4.11*, many reasons are assigned by the respondents to justify the improvement of education. Majority identifies that many pupils to need be fed 22(26.51%) as the reason. The rest of the reasons in order of higher percentage are as follows; pupils admitted termly (14.46%), demand for inadequate furniture (15.66%), high pupils to teacher ratio (13.25%), pupils leave other primary schools to GSFP beneficiary schools (10.84%), KG enrolment over 60 (10.84%) and increase of retention (8.43%).

The various reasons indicated by the respondents on the improvement of education confirmed the high number of the affirmative answer (72.17%) given. It therefore indicates that, school enrolment or attendance rate have been boosted by the GSFP in the beneficiary schools. The researcher's personal interview with the cooks and personal observation revealed some problems found by the cooks. That due to the on-ending admission of pupils any pupil who attends school any day has to be fed even though their food have not been budgeted for. This affects the quantity of food given to pupils as some of the pupils 22(61.11%) from *table 7b* complained that they don't get satisfied after eating. Generally, GSFP has boosted enrolment of pupils; however, its effects such as high pupil to teacher ratio, shortage of furniture remain unsolved

4.9.2 Achievement of Health Objectives of GSFP.

Figure 4.5 shows the Achievement of Health Objectives of GSFP



78(67.83%) 37(32.17%)

Source: Field survey April 2010

From Figure 4.5, a high percentage of all the respondents groups namely DICs/SICs (85.71%), Agric/Health/Education Officers (76.92%), Politicians (75%), Teachers/GNAT group (70%) etc agreed that GSFP has improved the health pupils. Only 32.17% as against 67.83% disagree.

Table 4.12 Reasons assigned by respondents for the success of the health components of GSF

Reasons	Frequency	Percentage
De-worming supplied	08	10.26
Less complains of pupils illness	21	26.92
Pupils look healthy	17	21.79
Pupils are punctual to school	17	21.79
Improved child development	15	19.23
Total	78	100

Source Field survey April 2010

Table 4.13 Views of respondents who indicated that GSFP health objective is not successful

Views	Freq	Percentage
1. Irregular supply of de-wormer	10	27.63
2. Small quantity of food given	9	24.32
3. No water & few polytanks supplied	6	16.22
4. Pupils at times feed less than 5 school days	5	13.51
5. Pupils served on the floor	7	18.92
Total	37	100

Source Field survey April 2010

The reasons assigned by respondents for the success is shown on Table 4.15. Of the reasons assigned by 78 respondents who say GSFP has improve the health of pupils, 21

of them representing 96.92% said that there is less complaints of pupils health. 21.795 also think that pupils look healthy and are punctual to school. 19.23% feel there is improvement in child development whiles 10.26% said it is due to the de-worming exercise.

The reasons assigned by the 37 respondents who disagree with the success of health component of the GSFP are indicated in *table 4.16*. Majority of them representing 27.63% believe that there is irregular supply of de-wormer to pupils. Others 24.32% also say that small quantity of food given to pupils. Pupils served on the floor (18.92%), no water and few polytanks supplied (16.22%) etc are the additional reasons given by respondents. In sum, these views show that the health of pupils could have improved better than has been if the problems raised have been addressed in the implementation process. For instance, the researcher noticed uncompleted kitchens in all the 6 schools and also saw that, no table has been provided in all the schools for food to be served on, as it is seen in the picture below;

The situation thus paves the way for dust to mix with the food. Only two out of the 6 schools have polytanks without water supplied. Generally from the three tables 8a, b, and c respondents are divided in their opinion as to whether health component of GSFP has been achieved. It thus suggests that the health component of GSFP is a half-way through in its achievement.

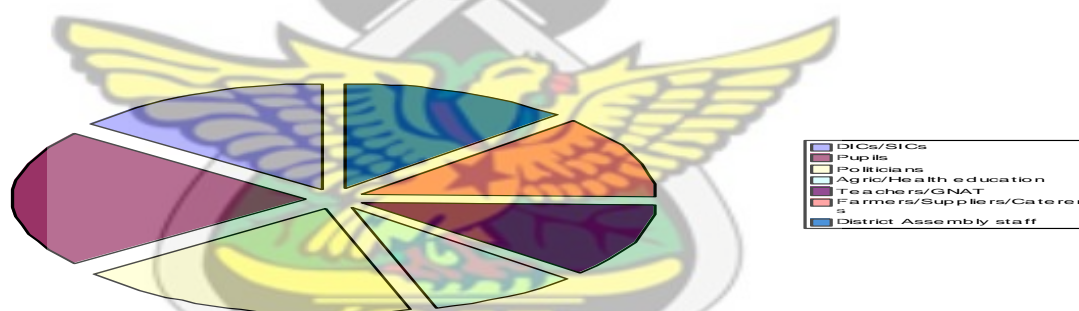
4.9.3 Achievement of Agriculture

Tables 4.17 and 4.18 have been used to elicit the respondent's views on the improvement of agriculture by GSFP

Table 4.14/ Figure 4.6 Showing respondents views on the achievement of Agric objectives

<i>Respondents</i>	<i>Yes</i>	<i>%</i>	<i>No</i>	<i>%</i>
DICs/SICs	8	38.09	13	61.90
Pupils	20	55.56	16	44.44
Politicians	4	50	4	50
Agric/Health/Education officers	3	23.08	10	76.93
Teachers/GNAT	3	30	7	70
Farmers/Suppliers/Caterers	5	33.33	10	66.67
Dist Ass Staff	4	33.33	8	66.67

Figure 4.6



Source: Field survey April 2010

From Table 4.16 and figure 4.6, 13(61.90%) of DICs/SICs respondents agree that agriculture has not been improved. The other respondents including Agric/Health/Education officers 10 (76.93%), Caterers 10(66.67%) and farmers 10(66.67%) also think alike. However pupils 20(55.56%) think otherwise whilst the politicians feel it is a halfway through.

Table 4.15 Views of respondents who say Agriculture component of GSFP has not improved

Reason	Frequency	%
1. Food is not bought from the community	18	26.47
2. Farmers have not been sensitized	08	11.76
3. Farm sizes have not been increased	15	22.06
4. Living standard of people has not improved	7 1	0.29
5. Farmers have not been given incentives	10	14.71
6. Farmers income still low	04	5.88
7. Local food items not patronized	06	8.82
Total	68	100

From *table 4.18* respondents who think agriculture has not been improved assigned the reasons for their position. This include the fact that foodstuffs are not bought from the community 15(31.9%), no incentive for farmers 10(14.71%), no sensitization for farmers and unimproved living standard.

Reasons assigned by respondents who say Agriculture is improved

- i. Some foodstuff are bought from the community
- ii. Farmers have been supplied with some fertilizer
- iii. Farmers have ready market for their products
- iv. Some youngmen are attracted vegetable cultivation
- v. Food is abundant in the community

Respondents who are convinced that GSFP has improved Agriculture gave some reasons that some foodstuffs are purchased from the community, farmers are supplied with fertilizers. The researcher's investigation with some cooks revealed that, some of the food items like rice, tomatoes could not often be supplied by the local farmers, and even if they could, the supply was erratic. The purchase of the food items from outside the communities according to the study confirms the Ghanaian taste for foreign products. This might have accounted for the differences in their views.

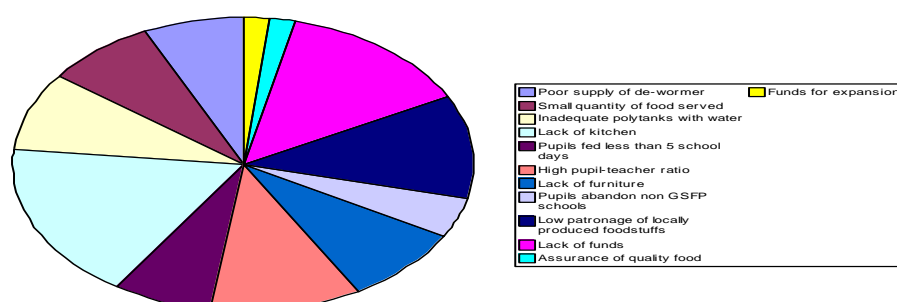
4.10 General Implementation Problems on GSFP

This section looks at problems facing implementation of GSFP and it includes problems faced by the various stakeholders on their assigned roles.

Table 4.16/figure 4.7 showing general implementation problems identified by respondents

Problems	Freq	%
Poor supply of de-wormer	08	06.96
Small quantity of food served	09	07.83
Inadequate polytanks with water	10	08.70
Lack of kitchen	20	17.39
Pupils fed less than 5 school days	08	06.96
High pupil-teacher ratio	12	10.43
Lack of furniture	10	08.70
Pupils abandon non GSFP schools	05	04.35
Low patronage of locally produced foodstuffs	13	11.30
Lack of funds	16	13.9
Assurance of quality food	02	01.74
Funds for expansion	02	01.74
TOTAL	115	100

Figure 4.7



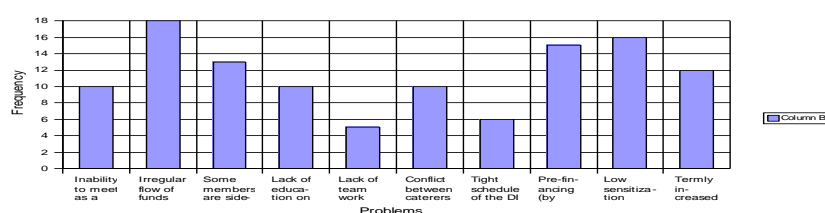
Source: Field survey April 2010

Table 4.16/Figure 4.7 show the list of implementation problems enumerated by the respondents. Among the highest of problems identified by the respondents are inadequate kitchen 20(17.39); lack of funds 15(13.34) and high population ratio. The above problems indicated by the respondents are the reality of the ground. The researcher attests to this fact, because he personally observed food served on the grounds as a result of lack of kitchen and serving tables (Picture A, B, C, D, E, F and G). All these problems could be attributed to the lack of funds indicated by the respondents.

Table 4.17 a table showing the causes of implementation problems assigned by respondents on GSFP

Problems by respondents	Frequency	Percentage
Inability to meet as a group	10	08.69
Irregular flow of funds	18	15.65
Some actors are sidelined	13	11.30
Inadequate education on the programme	10	08.69
Inadequate team work (DICs/SICs)	05	04.35
Conflict between caterers and school authorities	10	08.69
Tight schedule of the DICs and SICs	06	05.22
Irregularities in pre-financing (by caterers)	15	13.04
Low sensitization	16	13.91
unexpected increased in school enrollment	12	10.43

Figure 4.8 Showing the Causes of Problems Assigned by Respondents on GSFP



Source: Field survey April 2010

Figure 4.8 shows the list of causes of the problems encountered in the implementation of GSFP. Irregular flow of funds tops the list with 18(15.65) conflicts between caterers and school authorities top the list with 4(19.05%). The rest in order of high frequency are as follows; increased enrolment 3(14.29%), tight scheduled of the DICs/SICs 2(9.52%), pupils run away home after eating 2(9.52%), inability DICs/SICs to meet as a group 2(9.52%).

4.11 General expectations, suggestions and recommendations by respondents

Suggestions/Recommendations by respondents

Increase feeding fee, payment of cooks from bank, building of kitchen, increase salary of caterers, supply of food and water by the government, request for minutes of meetings of DICs & SICs, ensure proper sanitation, non performing districts should be sanctioned, cooks should be trained, GSFP should be non-partisan, regular flow of funds, bowls and cooking utensils should be provided by Government, provision of polytanks, quality and quantity should be improved, supply of gas-cylinder, and National Task Force to buck up monitoring. In the above respondents' views, several expectations, suggestions and recommendations have been made as to what should be done to improve the GSFP. Among them are the need to supply food and water for GSFP, increase feeding fee per pupil per day and the GSFP should not be partisan. Other concerns are provision of polytanks, irregular release of funds and the need to build kitchens. The request for government to supply food and water gives an indication that they appreciate the plight of caterers as pre-financiers of the food provided for the pupils. The request for the construction of kitchen and purchase of cooking utensils confirmed the inadequate flow of funds for the GSFP. In sum, the respondents' views give a picture of both the problem faced by the programme and the situation in all the beneficiary schools.

CHAPTER FIVE

SUMMARY OF FINDINGS, CONCLUSION AND RECOMMENDATION

5.0 Introduction

This chapter summarises the findings from the data gathered with a view to answering the research questions designed to address the problems identified in the study. A conclusion is drawn and recommendation made as to the way forward on the understanding the implementation of GSFP in the Asunafo South District of the Brong Ahafo Region.

5.1 Summary of Findings

In all, one hundred and fifty (150) questionnaires were administered out of which thirty-six (36) questionnaires were administered to pupils, twenty-four (24) to DICs & SICs members, seventeen (17) to Agric Extension officers/Caterers/Farmers and Mps. 120 questionnaires representing 80% were returned and 30 representing 20% were not returned. Out of the 120 returned questionnaires, 5 were rejected. This shows that, the data collection was generally effective. This could be attributed to the fact that, the respondents were identifiable stakeholders of GSFP. On the whole, from the respondents' views, the GSFP at its pilot stage has had the following impact on the lives of the people in the beneficiary schools.

1. Public awareness of government policies

The research has revealed that, the general public is aware of government policies and appreciate them if they are for their good. The 84% of respondents who are aware of the existence of GSFP according to the research is as a result of the high publicity made on the programme especially through the mass media and the politician.

GSFP is a good policy

Majority of the respondents agreed that GSFP is a good policy largely because it will improve education and health of pupils as well as agriculture in the country. It is also seen as one of the social interventionist policies intended to reduce poverty and improve the living standard of the people of the country.

Participation

The research has also indicated that, the various stakeholders are aware of the roles they play in the implementation of GSFP. The researcher is of the view that, GSFP is a good policy because it has brought the various stakeholders together namely, GES staff, District Assembly staff, Health workers and Agricultural officers to collaborate in an effort to achieving the objectives of GSFP what is needed for efficiency is their commitment to the assigned roles. However, some stakeholders especially the GES staff, agric officers and health staff are not playing their role as expected. According to the respondents some of these stakeholders are inactive because they are sidelined in the implementation process.


Training and incentives for stakeholders

It has also been revealed from the study that, the key actors did not received adequate training due to inadequate government grant. It thus indicates ill-preparation of the programme. One negative effect the researcher observed from the inadequate training for the stakeholders especially on the part of the caterers was the fact that they did not have menu chart and also served the food on the floor.

Achievement of the 3 dimensional objectives of the GSFP

a) **Education:** Education as one of the three dimensional objectives of GSFP has improved better than health and agriculture according to the research. The various communities appreciate that school enrolment has improved, school drop-out rate has also reduced, literacy level has increased and quality of education has also improved.

In spite of these achievements, its related problems such as inadequate furniture, classroom accommodation and high pupil-teacher ratio remain unsolved.

 **Health:** Secondly, the study has revealed that the health of pupils has improved because nutritional level of pupils has improved, there is less complaints of pupils' health and there is improved child development.

However it could have improved better if de-wormers were supplied regularly, polytanks with water were supplied and kitchens were provided.

c) **Agriculture:** On agriculture, 59.13% respondent have indicated that agric has not been improved by GSFP because food production has not been boosted, farm size has not increased, farmers income has not improved, farmers have not been adequately sensitize to produce to feed the programme and food produced locally have not been patronised by food suppliers of the programme

General Implementation obstacles, suggestions and expectations

i The research has also identified some obstacles which bedevil the implementation of the programme. They include late release of funds, pre-financing by caterers, lack of patronage for locally produced foodstuffs and high pupil-teacher ratio. The

identification of the problems, the researcher feels it's a halfway through the solution of the problem.

- ii Finally, various suggestions and expectations are demanded on the programme. It includes the need for the provision of funds, training of stakeholders, effective participation and monitoring by stakeholders.

5.2 Conclusion

Achievement of the GSFP objectives: It has been revealed to the study that the GSFP is one of the strategic policies adopted under the Ghana Property Reduction Strategy (GPRS) I & II and that its three dimensional objectives have recorded some successes. For instance; 72.17% of the respondents agreed that the education objectives have been improved. 67.83% also agreed that there is little improvement in health whilst 40.87% recorded that agriculture is also improving.

The recorded achievement in the main objective of GSFP even though not impressive gives room for improvement. Prior implementations appraisal or assessment also reveals that, the target groups such as the DIC/SICs, farmers, parents, teachers, chiefs, pupils, policy makers and other opinion leaders are identified and assigned with their respective responsibilities, but were not able to play their respective roles effectively due to inadequate funds and training. However GSFP within its 5 years of implementation has chalked some successes.

GSFP is a good policy: By the standard of a good policy, based on pre and post evaluations analysis made on the GSFP policy above, it could be said to be a good policy. Thus it has a target to achieve within specific period of time and it involves the services

of the required stakeholders. Respondents agreed that it has improved education, health and agriculture in the country.

Problems: Notwithstanding some successes achieved under it, the GSFP is not without problems. On education, the problems start from teaching and learning. Pupils troop to attend school because of the feeding component of the programme. There have been difficulties in getting enough furniture, accommodation and teachers. The research identifies some problems such as shortage of furniture, high pupil-teacher ratio, and the number of KG pupils over 60 in a class as a result of the boosting of enrolment.

Funding: Problem of funding or late flow of funds cannot be overemphasized. The usual syndrome of lack of funds from the central government has been indicated by majority of the respondents. This explains why caterers have to do pre-financing.

Others: The other problems the programme faces are lack of food supply from the various beneficiary communities, lack of full participation of all the stakeholders, confusion in the selection of caterers and ineffective monitoring of the GFSP by the DICs.

Effects of the problem

The implementation problems enumerated above are the reasons for the under performance of the GSFP in agriculture (40.67%) ,little improvement in health (67.83%), inadequate monitoring of DICs/SICs, non involvement of all actors in the implementation and the termination of appointment of old caterers and misunderstanding behind selection of caterers.

Impact of the GSFP

Positive Impacts/Benefits

GSFP in relation to its stated objectives has had the following positive impacts;

Improvement in Education: GSFP has improved in the beneficiary school because there had been an increase in pupils' enrolment and reduction of school drop-out rate. Yet its antecedent problems like shortage of furniture and high pupil to teacher ratio remain unsolved.

Improvement in health: The health of pupils in the beneficiary schools has improved as there is less complaints of pupils' ill-health. It could have improved better than it is now if de-worming has been regular and the quantity of food improved.

Improvement in food production and patronage of locally produced foodstuffs
Farmers in the beneficiary school have been encouraged to produce more to feed the GSFP and therefore it is likely to increase food production in the country. Yet the farmer groups complain that their farm produce are not patronised by the programme.

Creation of employment and improvement in living standard: GSFP has reduced unemployment rate by creating employment for farmers, caterers, cooks and food suppliers. This as a result has improved their living standard

Participation of stakeholders: The programme has been able to bring stakeholders such as GES staff, District Assembly staff, Health staff, Farmers, Chiefs, Assembly members who were hitherto not doing things in common, together in an effort to carry out a government policy.

Negative impacts

Among the negative effects are that parents are likely to be irresponsible since their children are fed by the government, caterers and other actors are likely to exploit the system due to poor supervision, high pupil-teacher ratio resulting in inefficient teaching and learning and shortage of furniture and low enrolment in the non beneficiary schools.

Participation: The following group of actors according to the research were participants of the GSFP; the policy makers, foreign donors, NGOs, DICs/SICs, Agric and Health officials, opinion leaders, farmers, teachers, pupils, caterers and food supplier. Their assigned roles in the GSFP are policy making, monitoring, funding, food procurement, education of actors etc. It has been revealed by the research that some of these actors do not play their assigned roles respectively. For instance, the DICs/SICs who are the direct implementers of the programme did not work as a team neither did they visit the schools regularly. It is therefore not surprising that the de-worming exercise was not done regularly. Further information revealed to the researcher indicates District Assembly staffs seem to implement the GSFP in the Asunafo South District alone and that the personalities in charge of the GSFP are, District Coordinating Director (DCD), District Chief Executive (DCE) and District Accountant, the latter who is not mentioned among the DICs. The implementation procedure according to the programme should be such that the major role play by the assembly should be financing and monitoring, and all others should be left for the District Education, Health and Agric Directorates to operate.

The roles of actors and agencies in the implementation

Finally, the GSFP has sufficient and a well designed institutional framework for its implementation. The central government which is the policy initiator, finances the

programme with the assistance of foreign donors especially the Netherlands government. The programme is carried out by the Ministry of Local Government and Rural Development (MLGRD) collaborated by Ministry of Education (MoE) and Ministry of Food and Agriculture (MoFA), Ministry of Women and Children Affairs (MWCA), Ministry of Economic Planning (MoEP) and Ministry of Health (MoH), all in an effort to achieve the three objectives of GSFP. At the regional level is the Regional Coordinating Council which supervises the Programme in the Districts. At the grassroots, which is the implementing unit is the District assembly assisted by the DICs/SICs.

The above well structured system in the opinion of the researcher should be able help achieve the stated objectives. What has really been observed from the implementation is that less education is offered for the DICs and the SICs as well as caterers and farmers. For instance the sensitization for the production of foodstuffs in the beneficiary communities should have been done a year or two earlier. This could have prevented the suppliers of food items from buying them outside the communities with the simple reason that all the food items cannot be supplied locally. The other issue to indicate from the implementation is that, facilities such as kitchens, tables and chairs, polytanks could have also been provided earlier. Lack of these facilities, the DICs attributes it to government's inability to provide adequate funds. The consequential effect, the researcher observed is the serving of the pupils on the floor as seen in pictures A, B, D, E, F, and G. This condition thus derails the effort to improve the health of the pupils. Finally, the implementation process is bedevilled with politics. The selection and termination of appointment of caterers and the selection of beneficiary schools by the District Assemblies without effective involvement of other DICs members explains their inactiveness in the performance of their functions. All these anomalies in the opinion of the researcher need to be addressed before the programme takes effects nationwide.

5.3 Recommendation

Cost sharing on feeding: From the research caterers have to do pre-financing of the feeding aspect due to delay in the release of funds, facilities such as kitchens and polytanks have not been supplied for all the GSFP schools. Also from the background study, funding has to be done by the central government, supported by foreign donors. To ameliorate the problem the researcher recommends cost of feeding to be shared with parents, at least 30% of the cost should be borne by parents as it is done in Jeju Island in South Korea according to the literature. NGOs and governments should be encouraged to support the financing of the programme.

Banks to assist in providing loans: The delay in the flow of funds and pre-financing by caterers according to the research caused among other things small quantity of food given to pupils and the inability of caterers to feed the pupils for all the 5 school days (table 8c). The researcher finds borrowing from the banks by caterers and the government paying the interest as an alternative solution.

Non Partisan approach in the selection of caterers: Moreover, the selection of caterers should be organized by the District Education, DICs, Health and Agric Directorates without partisan consideration. It should be based on competitive examination as it is done in the public and civil services.

Identified problems should be solved before nationwide implementation

Again the identified implementation problems from the research should be solved before nationwide implementation. The Ministry of Local Government and Rural Development (MLGRD) which is the supervising sector ministry should try to solve these problems before the programme takes off nationwide. For instance provision of facilities, selection

of caterers, and recruitment of teachers, should be done for each school before the programme takes off nationwide. The District Assemblies, whose main responsibility is food and logistics spending, should set aside part of their Common Fund as contingency measure for the feeding programme. The assemblies whose Internally Generated Funds (IGF) are viable could support the pre- financing instead of leaving it to the caterers.

Collective effort by all stakeholders: For the GSFP to be a success all hands should be on deck. The Members of Parliament (MPs) could also assist by committing part of their Constituency Development Funds for the provision of items like furniture, polytanks and classrooms for the schools. The Assembly Members and Unit Committee can also visit the schools and mobilise local resources through communal labour to support the construction of kitchen and making of furniture. On the issue of effective monitoring of the programme national task force should be established to buck up the monitoring as well as the PTAs and the SMCs who are at the local level be encouraged to assist in the monitoring. The four categories of stakeholders (District Assemblies, District Education Service, District Agric Officers and District Health Directorate) should form monitoring group each, to monitor the programme and submit their quarterly reports to the District Chief Executive to be discussed in both the District Assembly and DICs meetings.

Avoidance of exploitation: Finally, caterers, farmers and suppliers of food items who have direct link with the feeding of the pupils should not exploit the system for their personal gains. Quality and nutritious food should be prepared by caterers, food suppliers should buy from the local farmers and should try as much as possible to demand for realistic prices for their food items. Farmers should be hard-working to make sure that food items needed by the programme are cultivated. These recommendations if they are adhered to could improve the GSFP.

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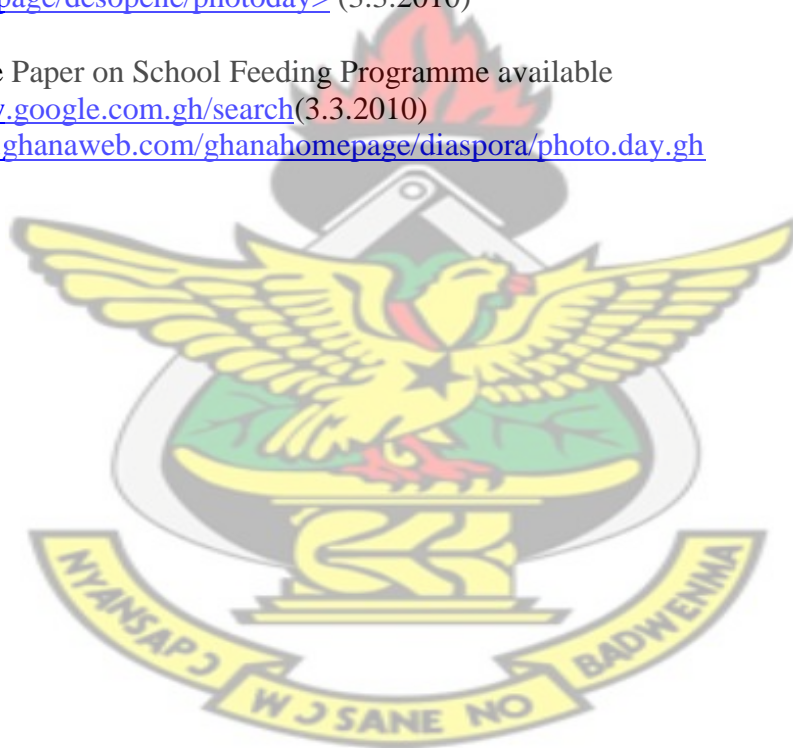
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APPENDIX 1

INTERVIEW GUIDE OR QUESTIONNAIRE FOR PUPILS IN THE BENEFICIARY SCHOOLS OF THE GHANA SCHOOL FEEDING PROGRAMME (GSFP)

1. Is it good for school pupils to be fed by government in schools? YES / NO

a. If Yes

why.....

b. If No

why.....

2. a. Have you seen and heard that food is prepared for pupils in your school and other schools?

YES / NO

b. In other schools how did you hear it.....

i. Radio

ii. Newspapers

iii. Teachers

iv. Politicians

3. Have you heard in your community that, foodstuffs produced by the farmers would be bought to feed you in school? YES / NO

4. Have the farmers in your community been given something to help them produce more?

YES / NO

If yes what were they given.....?

5. Were the farmers told what they will gain for producing to feed the programme?

YES / NO

If yes what are they going to get?.....

6. Mention any problem you think GSFP is facing in your school.

7. Has GSFP improved your school? YES / NO

If Yes state how it has improved it.....

If No state reason.....

8. Has pupils health in your school improved? YES / NO

If Yes, how has it improved.....

If No, why has it not improved.....

9. Is buying of foodstuffs from farmers in your community to feed pupils in school increased food production in your community? YES / NO

If Yes how.....

If No why.....

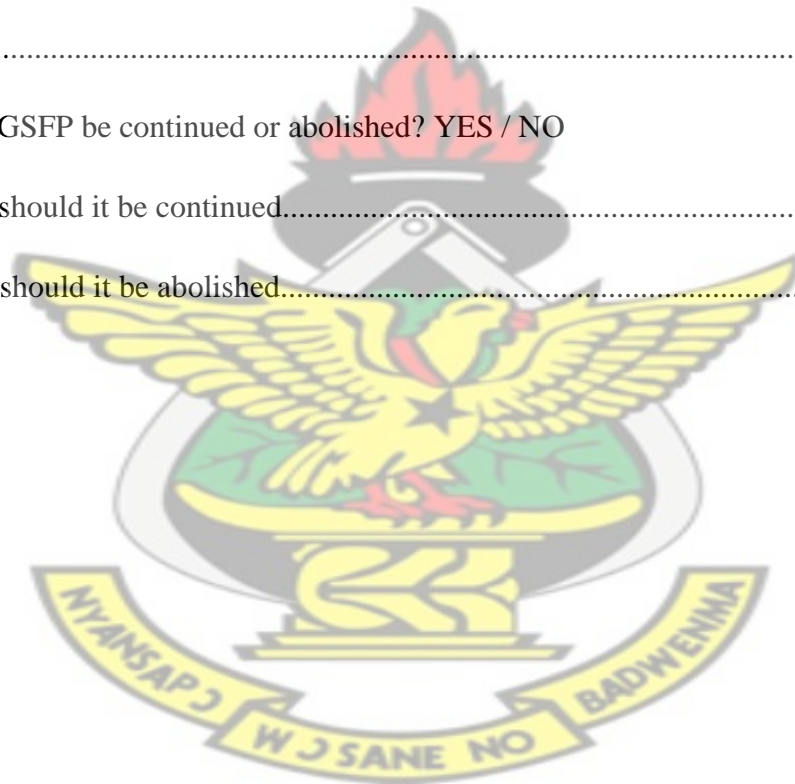
10. What do you think should be done to improve it

.....

11. Should GSFP be continued or abolished? YES / NO

a. Why should it be continued.....

b. Why should it be abolished.....



APPENDIX II

INTERVIEW GUIDE OR QUESTIONARE FOR DICs/SICs AND OTHER OPINION LEADERS AND STAKEHOLDERS ON THE GHANA SCHOOL FEEDING PROGRAMME (G.S.F.P)

1. Is Ghana School Feeding Programme a good policy. YES / NO

Give reason for your
answer.....

2. Are you aware of the GSFP being implemented in Ghana? YES / NO

Through what means did you hear
it.....

3. Do these actors(farmers, suppliers of food, caterers, officials, DICs/SICs) know
their respective roles they have to play in the implementation of the programme.

YES / NO

- a. Indicate the role played by these actors

i.
DDH.....
....

ii.
DCE/DCD.....
....

iii.
DDE.....
.

iv.
DDA.....
..

v. Caterers, Food suppliers and
farmers.....

- b. Indicate the actors below you know have been trained.

i. DICs/SICs

ii. Caterers, Food suppliers and farmers

c. Have farmers been informed to produce to feed the programme.

4. Have the farmers been offered with incentives and motivation to contribute to the implementation. YES / NO

If yes what
incentives.....

5. Are farmers being made aware of the benefits they will derive from the implementation of GSFP. YES / NO

If yes what
benefits.....

6. Mention any problem the implementation of GSFP is facing
7. Has the educational objective of the school feeding being achieved. YES / NO

If Yes state the
reason(s).....

If No state the
reason.....

8. Is the health component of the GSFP successful. YES / NO

Give reason for your
answer.....

9. Has the agric component of the GSFP achieved success? YES / NO

Give reason for your
answer.....

10. State your expectations, suggestions and recommendation for the improvement of GSFP

i. expectations.....

ii. suggestions/recommandations.....

11. Should the GSFP be continued, abolished, suspended or reversed?

Give reason for your
answer.....

If it should be continued or reversed how should it be
done?.....
.....

APPENDIX III

Picture A



Pupils at Sienna L/A Primary
the flour

Picture B



The researcher interviewing a cook

Picture C



Food served on

Picture D

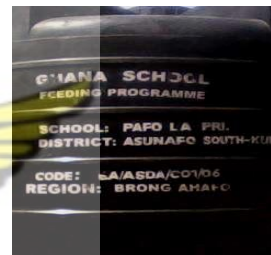


Food served on the floor at Sienna L/A Primary

Picture E



Polytank supplied at Pafo without water



Picture F



KG pupils enjoying their meals on

Picture G



the floor at Atotrom L/A Primary

Source Field survey April 2010